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THE BUREAU OF EDUCATION
ITS HISTORY, ACTIVITIES
AND ORGANIZATION

THE INSTITUTE FOR GOVERNMENT RESEARCH

Washington, D. C.

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To this end, it seeks by the thoroughgoing study and examination of the best administrative practice, public and private, American and foreign, to formulate those principles which lie at the basis of all sound administration, and to determine their proper adaptation to the specific needs of our public administration.

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INSTITUTE FOR GOVERNMENT RESEARCH

SERVICE MONOGRAPHS
OF THE
UNITED STATES GOVERNMENT
No. 14

THE BUREAU OF EDUCATION
ITS HISTORY, ACTIVITIES
AND ORGANIZATION

BY
DARRELL HEVENOR SMITH

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FOREWORD

The first essential to efficient administration of any enterprise is full knowledge of its present make-up and operation. Without full and complete information before them, as to existing organization, personnel, plant, and methods of operation and control, neither legislators nor administrators can properly perform their functions.

The greater the work, the more varied the activities engaged in, and the more complex the organization employed, the more imperative becomes the necessity that this information shall be available—and available in such a form that it can readily be utilized.

Of all undertakings, none in the United States, and few, if any, in the world, approach in magnitude, complexity, and importance that of the national government of the United States. As President Taft expressed it in his message to Congress of January 17, 1912, in referring to the inquiry being made under his direction into the efficiency and economy of the methods of prosecuting public business, the activities of the national government "are almost as varied as those of the entire business world. The operations of the government affect the interest of every person living within the jurisdiction of the United States. Its organization embraces stations and centers of work located in every city and in many local subdivisions of the country. Its gross expenditures amount to billions annually. Including the personnel of the military and naval establishments, more than half a million persons are required to do the work imposed by law upon the executive branch of the government.

"This vast organization has never been studied in detail as one piece of administrative mechanism. Never have the foundations been laid for a thorough consideration of the relations of all of its parts. No comprehensive effort has been made to list its multifarious activities or to group them in such a way as to present a clear picture of what the government is doing. Never has a complete description been given of the agencies through which these activi-

ties are performed. At no time has the attempt been made to study all of these activities and agencies with a view to the assignment of each activity to the agency best fitted for its performance, to the avoidance of duplication of plant and work, to the integration of all administrative agencies of the government, so far as may be practicable, into a unified organization for the most effective and economical dispatch of public business."

To lay the basis for such a comprehensive study of the organization and operations of the national government as President Taft outlined, the Institute for Government Research has undertaken the preparation of a series of monographs, of which the present study is one, giving a detailed description of each of the fifty or more distinct services of the government. These studies are being vigorously prosecuted, and it is hoped that all services of the government will be covered in a comparatively brief space of time. Thereafter, revisions of the monographs will be made from time to time as need arises, to the end that they may, as far as practicable, represent current conditions.

These monographs are all prepared according to a uniform plan. They give: first, the history of the establishment and development of the service; second, its functions, described not in general terms, but by detailing its specific activities; third, its organization for the handling of these activities; fourth, the character of its plant; fifth, a compilation of, or reference to, the laws and regulations governing its operations; sixth, financial statements showing its appropriations, expenditures and other data for a period of years; and finally, a full bibliography of the sources of information, official and private, bearing on the service and its operations.

In the preparation of these monographs the Institute has kept steadily in mind the aim to produce documents that will be of direct value and assistance in the administration of public affairs. To executive officials they offer valuable tools of administration. Through them, such officers can, with a minimum of effort, inform themselves regarding the details, not only of their own services, but of others with whose facilities, activities, and methods it is desirable that they should be familiar. Under present conditions services frequently engage in activities in ignorance of the fact that the work projected has already been done, or is in process of execution by other services. Many cases exist where one service could

make effective use of the organization, plant or results of other services had they knowledge that such facilities were in existence. With the constant shifting of directing personnel that takes place in the administrative branch of the national government, the existence of means by which incoming officials may thus readily secure information regarding their own and other services is a matter of great importance.

To members of Congress the monograph should prove of no less value. At present these officials are called upon to legislate and appropriate money for services concerning whose needs and real problems they can secure but imperfect information. That the possession by each member of a set of monographs such as is here projected, prepared according to a uniform plan, will be a great aid to intelligent legislation and appropriation of funds can hardly be questioned.

To the public, finally, these monographs will give that knowledge of the organization and operations of their government which must be had if an enlightened public opinion is to be brought to bear upon the conduct of governmental affairs.

These studies are wholly descriptive in character. No attempt is made in them to subject the conditions described to criticism, nor to indicate features in respect to which changes might with advantage be made. Upon administrators themselves falls responsibility for making or proposing changes which will result in the improvement of methods of administration. The primary aim of outside agencies should be to emphasize this responsibility and facilitate its fulfillment.

While the monographs thus make no direct recommendations for improvement, they cannot fail greatly to stimulate efforts in that direction. Prepared as they are according to a uniform plan, and setting forth as they do the activities, plant, organization, personnel and laws governing the several services of the government, they will automatically, as it were, reveal, for example, the extent to which work in the same field is being performed by different services, and thus furnish the information that is essential to a consideration of the great question of the better distribution and coördination of activities among the several departments, establishments, and bureaus, and the elimination of duplications of plant, organization and work. Through them it will also be possible to

subject any particular feature of the administrative work of the government to exhaustive study, to determine, for example, what facilities, in the way of laboratories and other plant and equipment, exist for the prosecution of any line of work and where those facilities are located; or what work is being done in any field of administration or research, such as the promotion, protection and regulation of the maritime interests of the country, the planning and execution of works of an engineering character, or the collection, compilation and publication of statistical data, or what differences of practice prevail in respect to organization, classification, appointment, and promotion of personnel.

To recapitulate, the monographs will serve the double purpose of furnishing an essential tool for efficient legislation, administration and popular control, and of laying the basis for critical and constructive work on the part of those upon whom responsibility for such work primarily rests.

Whenever possible the language of official statements or reports has been employed, and it has not been practicable in all cases to make specific indication of the language so quoted.

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THE BUREAU OF EDUCATION ITS HISTORY, ACTIVITIES, AND ORGANIZATION

CHAPTER I

HISTORY

The Bureau of Education¹ constitutes a unit of the Department of the Interior. It is headed by a Commissioner of Education, appointed by the President, but immediately responsible to the Secretary of the Interior.

Broadly speaking, the bureau is charged with the collection and dissemination of information on education in the United States and abroad, and the promotion of the cause of better education in the United States.²

Pre-legislative Period. Agitation for the collection and dissemination of statistics on education in the United States by a government agency was begun before 1838 by Henry Barnard of Connecticut, a disciple of Horace Mann. Barnard urged that information concerning illiteracy, schools, academies, and colleges be incorporated among the figures of the 1840 census. He succeeded in having this done.

On the basis of the results thus shown Barnard during the next few years carried on an active campaign by means of addresses, memorials, and the like, expounding the need for, and urging the establishment of an official agency (preferably national) to collect and distribute reliable information on the condition and improvement of the means of popular education.

¹ The official designation is "Office of Education."

² The administration of native schools, medical relief of natives and the supervision of reindeer herds and other enterprises in Alaska, together with the supervision of the administration of government funds for "land grant" colleges are important and exacting duties of the bureau. Theoretically, however, they are secondary and incidental.

During the succeeding dozen years attempts to bring about the desired agency were made and various suggestions proposed: To incorporate it in the plan of the Smithsonian Institution (1845, 1847); to set up a permanent statistical bureau which would present educational statistics and progress (1849); to establish a department of education (1851, 1854). These suggestions, with others, were presented in the form of printed articles, addresses, memorials, and resolutions, and were taken up for discussion in the meetings and conventions of various associations interested in education.

In 1854 a plan for the establishment of a bureau of education was formulated and presented at the annual meeting of the Association for the Advancement of Education. It embodied substantially the terms of the act which later established the department of education. Discussion of details of this plan and others and of the general necessity for action went on vigorously during the next few years, but without concrete result.

Review of Legislation. The Civil War postponed possible action for at least five years, but with the return of peace the agitation for a national bureau of education was revived. Finally in 1866, at the annual meeting of the National Association of School Superintendents, a resolution was passed appointing three members of the association to present to Congress a memorial on the establishment of a national bureau of education. This was brought out on February 14, 1866. Four days later Representative James A. Garfield of Ohio, presented this memorial to Congress, accompanied by a bill "To establish a Department of Education" which included essentially the provisions sponsored by the memorial.

Debate, amendment, recommitment, and conference on the bill delayed action over a year, and it was not until March 1, 1867, that it assumed final form and was passed. It was signed by the President the next day (14 Stat. L., 434). Thus came into being the Department of Education.

The Organic Act. The text of the organic act provided:

That there shall be established, at the city of Washington, a department of education, for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several states and territories, and of diffusing such

information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country.

SEC. 2. That there shall be appointed by the President, by and with the advice and consent of the Senate, a Commissioner of Education, who shall be intrusted with the management of the department herein established, and who shall receive a salary of \$4,000 per annum, and who shall have authority to appoint one chief clerk of his department, who shall receive a salary of \$2,000 per annum, one clerk who shall receive a salary of \$1,800 per annum, and one clerk who shall receive a salary of \$1,600 per annum, which said clerks shall be subject to the appointing and removing power of the Commissioner of Education.

SEC. 3. That it shall be the duty of the Commissioner of Education to present annually to Congress a report embodying the results of his investigations and labors, together with a statement of such facts and recommendations as will, in his judgment, subserve the purpose for which this department is established. In the first report made by the commissioner of education under this act, there shall be presented a statement of the several grants of land made by Congress to promote education, and the manner in which these several trusts have been managed, the amount of funds arising therefrom, and the annual proceeds of the same, as far as the same can be determined.

SEC. 4. That the Commissioner of Public Buildings is hereby authorized and directed to furnish proper offices for the use of the department herein established.

The terms of the act, obviously, were innocuous enough, providing for a research and tabulation agency without administrative duties. Little power was granted the new department. The commissioner, though head of a "department," was not a member of the President's cabinet. The appropriation, too, was small.

The law, to many, seemed lacking in comprehensiveness and in adequate power, but the reasons for the passage of such an act are not far to seek.

National control of education, desired by some, was out of the question. The Constitution of the United States made no provision under which the national government might establish or maintain a national school system.

Secondly, education was viewed by most Americans as purely a state function, and a very considerable group of conscientious

educators feared the possibility of despotic control of education under a central head.

Thirdly, the jealousy and opposition of many state officers was a real obstacle. Under national control they feared the curtailment of their authority and loss of prestige.

These factors, coupled with a very understandable desire on the part of Congress not to bring to issue, with the sores of the Civil War still unhealed, any question involving a discussion of state rights made inescapable the type of act which was passed.

Amending Act. The department, however, was not to operate long under its original designation. The memorial presented to Congress by Representative Garfield had asked for a bureau rather than a department of education, and many members of Congress had clung to the bureau idea.

We find, therefore, in the annual appropriation act of July 20, 1868 (15 Stat. L., 92, 106), a provision abolishing the Department of Education as an independent unit and reestablishing in the Department of the Interior a Bureau called the "Office of Education." This took effect as of July 1, 1869.

At the same time the salary of the Commissioner was reduced from \$4000 to \$3000 per annum. Powers and duties, however, remained unchanged.

The "Morrill" and Other Land-Grant Acts. In 1862 an act had been approved which later was to affect the Bureau of Education. This was the so-called "first Morrill Act" of July 2, of that year (12 Stat. L., 503).

This act, with amendments, provided for the donation of "public lands to the several states and territories which may provide colleges for the benefit of agriculture and mechanics arts" and the extension of the "time in which the provisions of said act shall be accepted and such colleges established."

On August 30, 1890, the President approved "An act to apply a portion of the proceeds of the public lands to the more complete endowment and support of the colleges for the benefit of agriculture and the mechanic arts established under the provisions of an act of Congress approved July 2, 1862" (26 Stat. L., 417, 419).

This act, the so-called second "Morrill" Act, made provision for the allotment of funds to such colleges, specified certain

restrictions and required detailed annual reports as to operations and expenditures.³

Section 4 charged the Secretary of the Interior with proper administration of this law, and he in turn delegated the duty to the Commissioner of Education.

The legislative, executive, and judicial act of March 2, 1895 (28 Stat. L., 764, 798), provided funds for a clerk who was charged with the duty of collecting and examining the reports required by law of the "land-grant" agricultural and mechanical colleges. He later was known as the specialist in land-grant college statistics.

Alaskan Education. With the exception of appropriation measures and the above mentioned "land-grant college" acts, no further legislation destined to affect the Bureau of Education was passed until 1884.

On May 17, of that year, an act providing a civil government for Alaska (23 Stat. L., 24, 27) was approved. The duty of providing for the education of the children in that territory was placed upon the Secretary of the Interior by Section 13, which said:

That the Secretary of the Interior shall make needful and proper provision for the education of the children of school age in the Territory of Alaska, without reference to race, until such time as permanent provision shall be made for the same, and the sum of \$25,000, or so much thereof as may be necessary, is hereby appropriated for this purpose.⁴

On March 2 of the next year the responsibility for this work was delegated by the Secretary of the Interior to the Commissioner of Education.

An act of March 3, 1899⁵ (30 Stat. L., 1253, 1336), had levied a license fee upon certain businesses and trades in Alaska, while the act of June 6, 1900 (31 Stat. L., 321, 330, 331), "making further provision for a civil government for Alaska" provided

³ By act of March 4, 1907 (34 Stat. L., 1256, 1281) the appropriations for these purposes were considerably increased.

⁴ 31 Stat. L., 321, 330 repeats this provision in practically the same terms.

⁵ "An Act to define and punish crimes in the District of Alaska and to provide a code of criminal procedure for said district."

that 50 per cent of revenues so collected should be devoted to school purposes.

The latter act was amended March 3, 1901 (31 Stat. L., 1438), so that one-half of all funds, covered into the treasury under the original act and its amendments from sources outside incorporated areas, were to be set aside for expenditure by the Secretary of the Interior at his discretion upon schools outside of that area.

It was found in practice, however, that from the funds so collected the courts were withholding "court expenses." This so seriously reduced the funds available for school purposes that another act (32 Stat. L., 944, 946) was approved March 2, 1903, "amending the civil code of Alaska" and stopping the practice mentioned by a change in the wording of the law.

On January 27, 1905, the President approved "an act to provide for . . . the establishment and maintenance of schools . . . in the district of Alaska . . ." (33 Stat. L., 616, 619), which made elaborate provisions for a new school system for white⁶ children under the governor of Alaska as superintendent of instruction. It specifically stated in Section 7, however,

That the schools specified and provided for in this act shall be devoted to the education of white children and children of mixed blood who lead a civilized life. The education of the Eskimos and Indians in the District of Alaska shall remain under the direction and control of the Secretary of the Interior, and schools for and among the Eskimos and Indians of Alaska shall be provided for by an annual appropriation, and the Eskimo and Indian children of Alaska shall have the same right to be admitted to any Indian boarding school as the Indian children in the states or territories of the United States.

Thus the supervision of the education of the white, or civilized children of Alaska passed from the Secretary of the Interior and the Commissioner of Education. The native schools remained, however, under bureau jurisdiction.

In the sundry civil act of May 27, 1908 (33 Stat. L., 317, 351), a maximum sum of \$7000 was made available for personal services in the District of Columbia under the Alaska Division. This per-

⁶In 1891 an act had been approved (26 Stat. L., 1095, 1101) which reserved Annette Island for certain natives who had migrated from British Columbia. Schools under the bureau were not established here, however, until a number of years later.

mitted the establishment of the positions of Acting Chief of the Alaska Division, accountant, and stenographer in the Washington office of this division.

Agents of the Law. Another pertinent bit of legislation was approved March 3, 1909 (35 Stat. L., 837), which extended the already wide services the teachers of Alaska were rendering. It was:

An act authorizing the Attorney-General to appoint as special officers such employees of the Alaska school service as may be named by the Secretary of the Interior.

Reindeer Service. Although no initial legislation authorizing the establishment of a reindeer service was enacted, such work, after having been started by private contributions, was approved by Congress in an appropriation of \$6000 granted in 1893. The work was that of purchasing and breeding reindeer and training natives in the care and propagation of these animals. This work went on under the original plan until 1907, when an act was approved (act of March 4, 1907; 34 Stat. L., 1298, 1338) which instructed the Bureau of Education to turn over to local missions or to natives, as soon as feasible, all government-owned deer.

Medical Relief. In the sundry civil act of March 3, 1915 (38 Stat. L., 822, 862) the first separate appropriation for medical relief for natives of Alaska was made. The amount was later increased and resulted in the establishment of hospitals for the indigent, sick, and disabled.

The sundry civil act of June 12, 1917 (40 Stat. L., 105, 151) permitted the admission of non-indigent patients and the acceptance of pay in amounts prescribed by the Secretary of the Interior.

Use of Government Literary and Scientific Collections. On April 12, 1892, a "Joint resolution to encourage the establishment and endowment of institutions of learning at the national capital by defining the policy of the government with reference to the use of its literary and scientific collections by students" was approved

¹The act of May 20, 1886 (24 Stat. L., 69), provided for the study of the nature of alcoholic drinks and narcotics and of their effect upon the human system in connection with the subject of physiology and hygiene in (among others) public (white) and Indian schools in territories of the United States. This, of course, affected the schools of Alaska under supervision of the bureau. The same act required teachers in territorial (and other) schools to pass examinations in hygiene (beginning in 1888).

(27 Stat. L., 395). It provided for scientific investigators and students, free access, under certain conditions to government collections and libraries, and specified the Bureau of Education among other organizations as open to such students.

In a similar vein the act of March 3, 1901 (31 Stat. L., 1010, 1039) provided that facilities for study and research in government departments (including, of course, the Bureau of Education) be afforded to those qualified for such work.

Information. One of the few acts affecting directly the prime functions of the bureau (collection and dissemination of information) was approved May 28, 1896 (29 Stat. L., 140, 171). This was worded as follows:

The Commissioner of Education is hereby authorized to prepare and publish a bulletin of the Bureau of Education as to the condition of higher education, technical and industrial education, facts as to compulsory attendance in the schools, and such other educational topics in the several states of the Union and in foreign countries as may be deemed of value to the educational interests of the states, and there shall be printed one edition of not exceeding 12,500 copies of each issue of said bulletin for distribution by the Bureau of Education, the expense of printing and binding such bulletin to be charged to the allotment for printing and binding for the Department of the Interior.

The citation is sufficiently explanatory. Advantage of this act, however, was not taken until some ten years later.

Vocational Education. An act to provide for the promotion of vocational education (39 Stat. L., 929, 932), was approved on February 23, 1917. To administer this work a board was set up: The Federal Board for Vocational Education, consisting of the Secretary of Agriculture, the Secretary of Labor, the Secretary of Commerce, the Commissioner of Education, and three citizens.

The act provided that studies and investigations looking toward aid to states in the establishment of vocational schools might be made in coöperation with or through the Bureau of Education.

Volunteer Services. Quickly following this act came one which seriously hampered the work of the bureau in a number of lines. This was the appropriation act of March 3, 1917 (39 Stat. L., 1070, 1106), which provided that no government officer or employee might receive any salary in connection with his services

other than from the national government except for states, counties, or cities.

The act took effect July 1, 1919, and necessitated the divorce from the bureau of the Division of Negro Education, which had been working on a cooperative basis. It also seriously restricted the work of at least two other divisions and lost to the bureau a large number of able consultants and advisors.

Maternity Act. The most recent piece of legislation affecting the bureau came on November 23, 1921, with the signing of "An act for the promotion of the welfare and hygiene of maternity and infancy and for other purposes." (42 Stat. L., 224).

Section 3 of this act created a Board of Maternity and Infant Hygiene for the administration of the act. The board consisted of the Chief of the Children's Bureau, the Surgeon General of the United States Public Health Service, and the United States Commissioner of Education.

Summary. Over fifty years of legislation added but little to the original power or jurisdiction of the bureau. The laws which have affected it most are those increasing the administrative duties which, strictly speaking, are incidental and extraneous.

Leadership. To a degree equalled, perhaps, by few other government organizations the work of the Bureau of Education has been a reflection of the personality of the commissioners.

On March 11, 1867, within a week after the passage of the original act, President Johnson appointed Henry Barnard of Connecticut, first Commissioner of Education. The nomination was unanimously confirmed by the Senate, and the new commissioner took office on March 14.

He faced a difficult task. The elementary schools of the North had suffered severely during the war, while those of the South were demoralized. The new West, then in the making, also needed aid in shaping its school policies.

To meet those reorganization problems, perform the functions required by law of the department, and get the organization under way administratively, the commissioner was given a force of four employees and funds amounting to a little over \$12,000 to cover salaries and expenses for two years.

The work laid out under his administration was, therefore, to a great degree general in nature. The official reports dealt with such subjects as the history of educational experiments, dismissal of educational reformers, statistics of national school systems, and biographies of great teachers.

This type of thing naturally was not of a nature which would appeal to members of Congress, most of whom seemed to be unaware of the existence of the department or when cognizant of it, hostile.

Many school men, too, were reluctant to coöperate, and the commissioner, seemingly was not able to gain sufficiently the confidence and coöperation of Congress.

Dr. Barnard hence was obliged to watch his department reduced to a bureau and the salary of the Commissioner cut from \$4000 to \$3000. Congress, rumor had it, was disappointed with what seemed a lack of progress during the early years of the bureau, and the Secretary of the Interior under whom the bureau had been placed was distinctly hostile. The Congressional Globe of November, 30, 1868 quoted this Secretary as desiring all legislation concerning a department of education wiped off the statute books on the ground that there was no necessity of knowing anything whatsoever about education.

Under such auspices progress in the Commissioner's program was hardly to be expected, nor was it realized. The bureau lacked the support of Congress, the department of which it was a part, and a considerable group of school men; formidable obstacles.

Recognizing this fact various associations came to the support of the bureau in 1869 and urged upon Congress the necessity for more liberal support. It was not forthcoming, however, and on March 15, 1870, Dr. Barnard resigned.

He had, probably more than any other one man, been responsible for the establishment of the bureau. He had carried on the work where Horace Mann had left off. He was an unquestioned leader and authority in the field of education, but lacking certain less admirable, though extremely practical characteristics, he was obliged to retire, frustrated.

President Grant appointed General John Eaton of Tennessee Commissioner on March 16, 1870.

General Eaton seems to have possessed certain characteristics lacking in the previous administration. He evidently had the ability to enlist support for his organization, as Congress on July 12 granted him three additional clerks, a messenger, and \$3000 for work in computing statistics and preparing reports. With additional funds and a Commissioner who was possessed of the requisite personal magnetism the bureau took on a new lease on life.

The Commissioner immediately laid down his conception of what the national government might do with regard to education:

1. It may do all things required for education in the territories.
2. It may do all things required for education in the District of Columbia.
3. It may also do all things required by its treaties with and its obligations to the Indians.
4. It may do all that its international relations require in regard to education.
5. It may call all persons or states to account for whatever has been entrusted to them for educational purposes.
6. It may use either the public domain or the money received from its sale for the benefit of education.
7. It may know all about education in the country and may communicate what it knows at the discretion of Congress and the executive.
8. It may make laws for these several purposes and the federal courts may adjudicate questions under them.⁸
9. In accordance with these laws, plainly the government should provide a national educational office and officer and furnish him clerks, and all means for the fulfilment of the national educational obligations.

On the negative side he also said:

The national government should take no action calculated to decrease local or individual effort for education. It is of the individual and by the individual, but it is for all men.

The national government in its relation to public education may not suffer either the local or general prevalence of ignorance, that shall result in the destruction of the principles of liberty by the centralization of power.⁹

⁸ National Education Association, *Proceedings*, 1870, p. 122.

⁹ *Ibid.*

These principles found official expression for the first time, and served as future guidance both within the bureau and without.

During this period the new public school system of the South was established, and in this work the bureau contributed continuous advice, in the form of correspondence and conferences.

General Eaton represented the Department of the Interior at the Centennial Exposition at Philadelphia in 1876, was chief of the department of education for the New Orleans Exposition, was president of the International Congress of Education held there, and was elected vice-president of the International Congress of Education, held in Havre, France. In these and other ways the Commissioner was making a name and place for the bureau in the minds of the teaching group and the general public both at home and abroad.

During his sixteen-year term of office the bureau was built up internally. In 1870 there had been no more than one hundred volumes in the library. By 1886 it contained 18,000 volumes and 47,000 pamphlets. Assistants in the bureau had increased from two to thirty-eight and included specialists of various sorts: translator, statistician, and collector and compiler of statistics.

General Eaton endeavored to develop the problem of education as a national interest and utilized associations concerned with the problems of education for that purpose. He induced them to hold their annual meetings in Washington. He brought to them valuable social and Congressional influences, and published the proceedings of the meetings as circulars of the bureau.

During the last two years of General Eaton's incumbency, the task of supervising education in Alaska was put under way.

The term of Commissioner Eaton was one of wholesome and encouraging progress and accomplishment. He had taken over the work when the bureau's fortunes were at the lowest ebb and had brought it to a position of influence and honor in the eyes of American and foreign educators and (no less an accomplishment) of importance in the eyes of Congress. He resigned August 5, 1886.

The third Commissioner of Education, Nathaniel H. R. Dawson of Alabama, was appointed August 3, 1886, by President Cleveland. The nomination was confirmed on August 5, but Colonel Dawson did not actually assume his new duties until September 12.

The comments of the times viewed this appointment with misgivings. It was generally accepted as purely political in nature, and the comments were open in their criticism, not of the man, but of his qualifications for the office.

Recognizing this attitude Commissioner Dawson seems to have attempted to surround himself with those who had practical experience in various phases of educational work. Whether his choice of assistants was always well advised was questioned at times, for radical curtailment of activity in the field of foreign material and the extension of higher education resulted at once.

Later, under the urging of one of the staff, the latter was revived and a series of historical monographs on various institutions of higher learning was put under way. This work was highly praised by the succeeding Commissioner.

In general the theories and principles upon which General Eaton had carried on his program were not changed by Commissioner Dawson, but the whole emphasis of his term was upon the administrative side of the work.

During the period 1886-1889 annual reports were brought up to date, internal organization perfected, duplications in publications eliminated, and a set of rules and regulations for the schools of Alaska (recently placed under the bureau's jurisdiction) issued.

The term of Commissioner Dawson was short. Larger accomplishments in the field of educational leadership were not to be expected, but wholesome and worth while administrative changes were consummated. There are those who believe that, on the whole, this three-year interregnum was beneficial.

Commissioner Dawson retired September 3, 1889, and was succeeded by William Torrey Harris of Massachusetts, who was nominated by President Harrison. He took up his duties September 12.

The contrast between him and the man he succeeded was marked. Dr. Harris was a practical school man of long experience, and his appointment was hailed with enthusiasm by the educators of the country. He brought to the office wide acquaintance in the field of education, the respect of his colleagues, high ideals, and a large grasp of the problems to be met.

In general the policy of the bureau as developed under previous administrations was continued. One of the first acts of the new

commissioner was to carry out certain internal reorganization, but the promise thus indicated was not to be fulfilled.

The Commissioner added largely to his personal following by numerous visits to and addresses before the educational bodies of the country, and his influence spread rapidly.

But a change was taking place in the bureau. Letters came, not requesting facts and data from the files of the bureau but seeking the commissioner's personal advice and opinion on innovations, proposed reform movements, and plans of action. It was said that heads of divisions in the bureau had, in practice, ceased to exist and that the Commissioner was the active chief of each division. The bureau was fast becoming "the shadow of the man" who was credited with "marvelous encyclopedic knowledge . . . extraordinary power of discernment and classification . . . unsurpassed philosophic judgment and . . . educational authoritative-ness of . . . utterance."¹⁰

Dr. Harris, from the standpoint of inspirational leadership, grasp of his subject, and enthusiasm, was undoubtedly the outstanding figure among all United States Commissioners of Education, but like many men of this type he displayed a degree of indifference with regard to administrative detail. The substance rather than the form concerned him, and this eventually led to administrative defects which severely hampered the work.

Internally it was said that those of the personnel who were loyal were frequently inefficient and those who were efficient were too often out of sympathy with the work; and to add to the difficulties of the situation the Commissioner developed an aversion to asking Congress for money; a fatal weakness. The defects in organization and administration finally affected so seriously the services which the bureau was supposed to render that it resulted in the loss of the interest and sympathy of many school men and the support of Congress. The Alaskan school system which required not inspiration and ideals so much as the detailed administrative supervision of a capable executive, had become demoralized. Friends of the bureau tried quietly to enlist the aid of Congress and to rehabilitate the service in other ways, but they were hampered in their efforts, frequently by the Commissioner himself.

¹⁰ *School Journal*, March 18, 1905, p. 300.

Dr. Harris was aging, and his health had begun to fail. He had, no doubt, become aware of the general dissatisfaction with affairs as they stood. These facts coupled with the assurance of a retiring allowance from the Carnegie Foundation, doubtless hastened his resignation, which was presented June 30, 1906.

The seventeen years of his commissionership reveal an intellect that won wide admiration, an inspirational leadership of undoubted value, and aims and ideals of the highest type. But it is the individual who stands out and not the organization. Dr. Harris takes rank to-day as one of the nation's great educational leaders, but his abilities did not extend to the management of administrative machinery. His successor, therefore, faced the task of administrative rehabilitation.

The fifth Commissioner of Education, Elmer Ellsworth Brown of California, was nominated by President Roosevelt, and took office July 1, 1906. He immediately turned his attention to the problems of internal organization. The library was reorganized on a basis of easier availability and more practical service. To the existing divisions (Correspondence and Records, Statistics, Editorial Work, Library, and Alaskan Affairs) were added Divisions of School Administration, and Higher Education. Alaskan affairs urgently needed and at once received investigation and action.

The new Commissioner gave his attention to the problem of coöperation with educational agencies and associations and promoted the consolidation of smaller groups into larger units. In February, 1908, the first conference of superintendents of public instruction in the states and territories was held at Washington, D. C.

Annual reports, which had been from one to three years late, were brought up to date, and the publication of a bulletin of miscellaneous educational information initiated.

Commissioner Brown also bent his efforts toward closer coöperation with Congress, a much needed piece of work. The House committee on education had become completely out of touch with the work of the bureau, and this was coupled with a patent lack of sympathy with the bureau on the part of the Secretary of the Interior.

The succeeding Secretary (who shortly took office) was more sympathetic, and hence a plan for strengthening the bureau and enlarging the scope of the work was submitted to Congress in 1910. This plan included estimates for salaries and expenses for the following specialists:

1. Construction of school buildings.
2. School administration.
3. Accounting and statistics.
4. Industrial education.
5. Education for housekeeping.
6. School hygiene.
7. Rural schools.
8. Agricultural schools.
9. Commercial education.
10. Wider uses of school plant.¹¹

The plan was not approved by Congress, and the pertinence of mentioning it here lies in the indication. Of the ten specialists mentioned, five were concerned with school plants, the purely physical problems of education, and four with the practical utilitarian side of education.

The trend of Commissioner Brown's thought was in accord with the spirit of the times, though he failed to gain what he requested. Congress granted a specialist in higher education and funds for specialists in rural schools, school hygiene, and industrial education.

A field force was established (1909-10) enabling the bureau, practically for the first time, to gather information first hand through personal observation rather than through correspondence and printed reports.

In 1911 a "lump sum" appropriation of \$6000 was granted, the first the bureau had enjoyed. This paved the way for the freer exercise of administrative judgment on the part of the commissioner. This together with the fact that in six years appropriation for salaries had increased from \$53,140 to \$72,800 and the Commissioner's salary from \$3000 to \$4500 and then \$5000, indicated an encouraging revival of interest on the part of Congress.

In general the administration of Commissioner Brown showed a distinct swing away from the historical and philosophical to the

¹¹ *Congressional Record*, January 16, 1911, p. 942.

practical and utilitarian sides of education. He had a firm grip on the principles of reorganization and administration and showed marked ability in obtaining cooperation both with Congress and the educational group. Consequently upon his resignation, May 4, 1911 (taking effect July 1), he left firm foundations upon which his successor might build.

Dr. Brown was succeeded by Philander Priestly Claxton of Tennessee, who was appointed by President Taft and took office July 8, 1911.

The new Commissioner reiterated, generally speaking, the guiding principles of the bureau which had been enunciated by his predecessors. Specifically he conceived the functions of the bureau to be as follows:

1. To serve as a clearing house of information in regard to education in the several states of the Union and in all the countries of the world.

2. To make careful and thorough studies of schools, school systems, and other agencies of education, of their organization and management, of methods of teaching and of such problems of education as may from time to time assume special importance, and to give to the people the results of these studies and also the results of similar investigations made by other agencies.

3. To give, upon request, expert opinion and advice to state, county, and city officials, and to respond to appeals from individuals and organizations for advice and suggestions for the promotion of education in any part of the country.

4. To serve as a common ground of meeting and a point of correlation for all educational agencies of whatever grade, both public and private, throughout the country.

5. To serve as a point of contact in education between the United States and other countries.

6. To cooperate with any and all persons, organizations and agencies in working out higher and better ideals of education, holding them before the people for their inspiration and formulating practical plans for their attainment.²²

The new administration showed marked activity in the field of internal expansion, connoting, of course, a more widely extended external service. This ten-year term saw the addition of numerous new specialists and divisions, including: Negro Education,

²² *Colorado School Journal*, May, 1914, pp. 18-20.

Kindergarten Education, Civic Education, Education of Immigrants, Industrial Education, Education for Home-Making, School and Home Gardening, Agricultural Education, Community Organization, and Commercial Education.

The World War had intruded upon the bureau work, changing emphasis, altering plans, and in general tending to disrupt any orderly development. It brought with it, however, a zeal for service of which Commissioner Claxton was quick to take advantage, by utilizing the services of additional volunteers.¹⁸ These volunteers, many of them persons of high repute and prestige, enabled the bureau to cover a far wider field with an extremely small financial outlay for the additional service.

Commissioner Claxton was able to obtain an appropriation in 1914 for traveling expenses. Such funds had never before been granted, and the allotment (since continued and increased) enabled the Commissioner to coöperate more widely and gain valuable personal touch with local systems.

Dr. Claxton's resignation has been too recent for an adequate estimate of the accomplishments of his administration. There is concrete evidence of a wide expansion of activities, largely increased volume of work done, progressive liberality in the granting of appropriations, ability to gain the confidence and coöperation of Congress, and a continuation of the trend away from the historical and philosophical to the practical and utilitarian.

After ten years of service Commissioner Claxton resigned, and was succeeded by John J. Tigert of Kentucky, who was nominated by President Harding, May 12, 1921, and confirmed by the Senate on May 31.

The work of the bureau has been the reflection of the various Commissioners' ideas and ideals. The curve of progress has not been smooth, but the tendency has been definitely toward closer touch with the problems which the educator faces daily and closer coöperation with local and national organizations.

The personality of no Commissioner could rise above the restrictions of the law, and if, as some have charged, the history of the bureau has shown the organization to be static rather than dynamic, the fault lies not at the door of personalities, but of conditions.

¹⁸ The first "dollar-a-year" man had appeared in or about 1913.

History of Activities. A recital of the history or development of the various activities of the Bureau of Education is made most easily comprehensible by a division into three groups, more or less arbitrarily classified as:

1. The informative group which includes the prime statutory functions of the collection and dissemination of educational information;

2. The administrative group, including education, medical relief, and support of the natives in Alaska, and the approval of the distribution of funds for "land-grant" colleges; and

3. The promotive, advisory, and investigatory group, which includes all the specialized work in surveys, the giving of advice, and the promotion of various lines of educational activity.

The Collection of Information. The act establishing the Bureau (then Department) of Education provided, primarily, that the bureau should collect "such statistics and facts as shall show the condition and progress of education in the several states and territories." This work was begun at once upon the establishment of the bureau, but during the first few years, data were meagre. Few figures were available except those gathered by the Bureau of the Census²⁴ and these formed the basis for most of the early statistical studies. Commissioner Barnard, in his first annual report (1867-8), stated that he was obliged to rely for his data upon the following sources:

1. Annual reports of school officers and systems, replies to special inquiries, and such information as could be gathered by visits of the commissioner and his agents in the field. (These were the principal sources.)

2. Attendance at annual meetings and special gatherings of national, state, and local associations and other groups interested in education.

3. Personal touch and individual correspondence with school officers.

4. His own personal collection of books and pamphlets.

5. The press.

These sources (except the fourth in later years) continued to be the reliance of the bureau throughout its history.

²⁴This work began with the census of 1840, largely as the result of agitation on the part of Dr Barnard.

At first methods were not organized, and during the first three years little more was done than to develop the form of devices and methods for collecting and analyzing figures. These plans as developed were sound in principle. There was, of course, little uniformity at this time among school reports, either as to nomenclature or type of information published, and coöperation in supplying data was not forthcoming.

By 1870 such coöperation began, and the statistical work got under way. In that year an appropriation of \$3000 for additional work in compiling statistics and preparing reports was granted by Congress. The annual report in 1870 showed tabulated returns from but twenty-one inquiries and information from 831 educational institutions and systems.

By 1871 the latter number had reached over 2000.¹³

Commissioner Eaton applied himself to the task of organizing methods for collecting material which proved to be of permanent value. The principles involved were used for many years with only such alterations as changed conditions demanded.

In 1872 Congress granted an appropriation of \$1800 for the employment of a Statistician, one of the earliest specialists provided for in the bureau organization. The division of statistics as such, however, was not established until many years later.

The department of superintendence of the National Education Association in 1874 turned its attention to the improvement of statistical forms and worked out a plan of uniform school reporting and nomenclature. This plan was shaped to clarify reports and simplify the digestion of data and was recommended by the association to the bureau, which in turn published and distributed copies of the suggestions among educators for criticism. Coöperation increased encouragingly until by 1878 over 7000 reports from institutions and systems were being received and by 1889 over 15,000.

The periods of office of Commissioners Dawson and Harris showed steady increases in volume of reports received but with no marked change in type of material collected, means of collection or methods of presentation. It was not until 1907 that attention

¹³ In 1872 every state but Delaware was issuing some sort of annual educational report.

was again turned to improvement in methods of analysis. At that time a specialist was called in to review the statistical methods and reports of the bureau.³⁶ Extensive recommendations for simplification and improvement were made and adopted, the work being continued more intensively during the next few years under an expert and with outside coöperation.

Arrangements were made with the Bureau of the Census also for closer coördination of the figures of the two bureaus; a meeting of the heads of state educational systems was called to arrange for closer cooperation in the matter of statistical inquiries and the uniformity of reports; and an agent was sent out to study the work and obtain the coöperation of officers in charge of records, accounting, and reporting in representative city schools throughout the country.

The volume of work continued to increase during the next ten years until in 1917 returns were received from over 20,000 institutions or school systems, while the Statistical Division now numbered nine people, with part of the work being done by other divisions.

During 1917-18 decision was made to collect and tabulate statistics of schools biennially instead of annually; thus releasing members of the division for other important work.

In 1918-19 further attempts at establishing uniformity in statistical reporting and collection were made. A committee representing state school officers was called into conference and blanks were revised in coöperation with this group and sent out for criticism and suggestion.

During the same year arrangements were made for the furnishing of data by state educational systems for all schools under their jurisdiction. This at first applied to twelve eastern states but the next year was spread to include the others.

This plan provided that:

The state department of education should be the only agency within a state to which the federal government should be required to apply for information regarding educational statistics.

³⁶ A Report Concerning the Statistical Blanks of the United States Bureau of Education, comprising a Revised Set of the Blanks and Suggestions for their Use, by Edward L. Thorndike, January 17, 1907. MS.

Each state department of education should collect and include in its reports statistical and other information in regard to all educational institutions and activities, public and private, in the state, from kindergartens to universities and colleges, and including libraries, schools of music, art, etc., so that its reports may constitute a history of all educational activities in the state.

The statistics of each state should be collected and compiled in such form and manner that they may be easily and correctly comparable with those of all other states. To this end all states should collect information regarding at least all the items included in the blanks formulated by the Bureau of Education and in accordance with the explanation of items issued by the bureau.

The state departments of education should collect for the Bureau of Education biennially all statistics of all classes of educational systems and institutions in their respective states, thus making unnecessary the preparation by local school officers in the states of numerous reports, and insuring uniformity in statistics furnished to the federal and state offices.

The state departments of education should furnish to the Bureau of Education biennially for the even-numbered years copies of the statistical reports of:

- (a) The state school system.
- (b) Each city and town having a population of 2,500 or over.
- (c) Each public high school.
- (d) Each private secondary school.
- (e) Each university, college, and professional school, public and private.
- (f) Each normal school, public and private.
- (g) Each commercial school.
- (h) Each summer school.
- (i) Each state industrial or reform school.
- (j) Each school for the blind, deaf, and feeble-minded, public and private.
- (k) All other schools of whatever kind.

In so far as may be desired, the Bureau of Education will furnish to the several state departments of education the blanks necessary for the collection of statistics.³⁷

This arrangement was planned to throw back upon state organizations the responsibility for supplying data, and greatly simplified the work of collection for the Bureau of Education.

The preceding pages tend, perhaps, to over-emphasize the progress of statistics collection. It was not, however, of greater

³⁷ Department of the Interior, Annual Report, 1919, Statement of the Commissioner of Education, pp. 409-10.

relative importance than the collection of other data, though the development of adequate collection methods presented greater difficulties and coöperation was not so easy to obtain.

General material outlining educational progress in this country and abroad was obtained by exchange and various other coöperative plans. As early as 1870 an exchange system with foreign ministers of education had been effected.

Current periodicals, press items, annual and special reports, and published volumes on education were obtained through the natural channels of purchase and subscription and donation.

Uniformity of method was not requisite in reporting the inauguration of new plans or the progress of old ones. Heterogeneity was not a hindrance in textual presentation and the accessions of such data automatically multiplied with the growth and prestige of the bureau.

Dissemination of Information. The first function of the Bureau of Education was the collection of information and the second 'diffusing such information, respecting the organization and management of school systems and methods of teaching as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country.'

From the first the main agency of diffusion for such data was the annual report of the bureau, supplemented increasingly as the years went on by special reports and bulletins of varied nature.

In general, the first commissioner relied for the dissemination of information upon the same agencies from which he collected his data; that is, (1) School officers and systems making annual reports, (2) annual meetings of associations, (3) personal touch and individual correspondence, and (4) the press.

The plan of publication for disseminating information adopted by the early Department of Education included the following documents: (1) Monthly circular, (2) quarterly publications, (3) educational documents and tracts, and (4) annual reports.¹⁸

Any approximation of such a program was not reached until after 1870, however, and then only gradually, since neither per-

¹⁸ See Commissioner of Education, Annual Report, 1867-68, p. 2; Circular, March 1867; and Special Circular No. 2, May, 1867.

sonnel nor funds were sufficient to carry on the work. During the year 1870, 12,000 educational documents were sent out by the bureau indicating that a start had been made.

The demands for information continually increased and provisions for publication were never adequate. As a result, thousands of inquiries which could have been satisfied by the dispatch of a printed document had to be answered by correspondence, an expensive and time-consuming plan which diverted members of the staff from work of more permanent and widespread benefit.

Commissioner Eaton developed two other agencies which were prime aids in the dissemination of information. These were the library and the educational museum.

Dr. Barnard upon his retirement had left with the bureau his excellent and extensive private educational library. Around this as a nucleus, the bureau library was built. It was primarily a repository for collected data, but for those able, because of proximity, to make use of the service, it became an important focus of dissemination.

In 1870 there were in the bureau library (exclusive of Dr. Barnard's collection) no more than one hundred volumes, and it was necessary to build up the work with untrained clerical personnel. Requests for a librarian were ignored by Congress, and the work was frequently supervised by experts transferred from other divisions.

During the next ten or twelve years accessions steadily accumulated until in 1882 there were 15,000 volumes in the library, and the commissioner laid down the principles shaping library accessions. The volumes should be concerned with:

A. Antique culture, religious, philosophical, artistic, or industrial, as far as it is influential in forming or modifying the mother countries of our population.

B. Educational theories, methods, and results in those European countries from which the population of this country is derived.

C. Formation and combination of social forces during the colonial period of American life.

D. History and development of social and educational forces in America.

E. Contemporary educational thought and practice in foreign countries, particularly the study of new or intensive phenomena.¹⁹

¹⁹ Annual Report, 1882-3, p. ix.

Financial support for the library varied widely from \$1675 per annum during a period of a dozen years after 1872 to \$250 per year for ten years after 1898. In 1909 the amount of \$500 per annum was granted and has since so continued.

These funds were used almost wholly for periodicals. In addition the appropriation for "distributing documents" was utilized for library purposes, principally the purchase of books. This fund starting with \$1000 in 1878 was later increased to \$2000 and then to \$2500 where it has remained for over twenty-five years.

Under Commissioner Brown, after 1906, the library was rearranged and reorganized for increased availability and a "pruning" process began. Numerous duplications were eliminated and many volumes were turned over to other departments and libraries, considerably reducing the number of volumes and pamphlets on the shelves.

There has been little or no change in type or function of the library since the beginning except for physical or administrative improvements. Appropriations have permitted no increase in activities. Continued appeals for a librarian have been ignored.

As early as 1870 Commissioner Eaton had urged the establishment of an educational museum where school equipment and appliances might be collected and displayed. In 1884 an appropriation of \$2000 was granted for this purpose, and the exhibit which had been established was continued until the administration of Commissioner Brown.

He found upon accession to office, that to put the museum on a plane of proper service and to bring it up to date would require larger expenditures than could be met except by curtailing more urgent work. Also at this time additional space was needed for the library, and as a consequence the museum exhibits were crated and placed in storage where they remained until, because of obsolescence, they were discarded.

In 1914 Commissioner Claxton began to urge the reestablishment of the museum, and continued his pleas in his annual statements until his resignation. The museum, however, has not been revived.

The Centennial Exposition in Philadelphia in 1876 greatly stimulated the idea of educational displays, and the bureau then and thereafter made use of such exhibitions to lay before the pub-

lic material which would not have reached the layman through other sources.

The annual reports of the Commissioner, as has been mentioned, were the chief medium of dissemination, especially for statistical matter, and were issued for each year from the establishment of the bureau, the only exception being the omission of one during the period 1867-70.

The early reports contained in one volume a recital of bureau accomplishments and administrative needs, intended for the eyes of Congress, followed by statistical tables and discussions of educational methods and progress here and abroad for the information of the educators of the country.

This type of report was continued throughout the administration of General Eaton. Upon the accession of Commissioner Dawson to office, however, he considerably enlarged the administrative section and made numerous curtailments and condensations in other sections of the report.

In 1890, under Commissioner Harris, the practice of issuing the annual report in two volumes was begun. During this administration the section discussing the accomplishments of the bureau itself was eliminated, and the two volumes were devoted entirely to statistics, discussions, biographies, reports, and historical sketches. No distinction seems to have been made between the types of material contained in the two volumes.

Commissioner Brown, however, by 1907 had considerably compressed the statistical tables, and these with the introductory discussion of them formed volume two of the report. In the first volume he placed the general discussions of educational matters and gave considerably increased space to administrative detail.

The report at this time was materially reduced in bulk by the elimination of duplications, historical matter, and the discussion of the scientific aspects of education. These two last were reserved for special bulletins and pamphlets.

The reduction in size of the report was necessitated by the limitation of the funds available in any one year for printing and binding annual reports. Congress on June 30, 1906, placed this maximum at \$20,000, less than two-thirds of previous years' expenditures.

Later the report resumed its growth, and compression again became necessary. In 1914 the educational directory, which had previously been included in the annual report, was eliminated and issued as a separate pamphlet.

Other material, as occasion offered, was treated in this way, advantage being taken of every opportunity to reduce the bulk of the annual report.

The distinction in contents of the two volumes had been kept intact, the first volume having become "such an account of the growth of institutions of learning and of school systems, of the working of all the more important agencies of education, and of the development of educational thought as will enable the reader to gain a knowledge of all that has been most worth while in the educational life of the world within the year for which the report is made and to understand something at least of the trend of educational theory and practice."²⁰

By 1917 the experience of the bureau and the opinions of educational officers led to the decision to publish the review and statistical summary of American schools biennially instead of annually. The plan contemplated the issue of a "biennial survey" in two volumes, in even numbered years, the first volume containing an interpretative review of the progress of education throughout the world and the second volume, statistical matter.

Numerous publications, other than the annual report, were found necessary from the first by the bureau of education, even the original plan contemplating at least four types.

As early as June 1868 the (then) department made a special report to the Senate on the condition and improvement of the schools of the District of Columbia.²¹ Three thousand copies were printed by the Government Printing Office.

After 1870 the number of special reports and pamphlets issued greatly increased. In addition to the fourteen annual reports published during General Eaton's incumbency, there were six special reports, sixty-five circulars and a number of bulletins issued.²²

²⁰ *Ibid.*, 1915, p. xv.

²¹ This report with certain additions was submitted to the House again in 1870. A special report on technical instruction was later made to Congress on request. Because of the failure of Congress to appropriate funds for printing, it was published in the *American Journal of Education*.

²² Exhibits for six international and local expositions were also prepared.

Circular of Information No. 7, for 1875, was perhaps the most important of the issues. It was an able study of the constitutional provisions relating to education, literature, and science in the several states, including all former provisions as well as those in force and those proposed but not adopted.

Commissioner Dawson in 1886-87 put under way a valuable series of monographs on the history of higher institutions of learning in the United States,²² the outstanding feature, other than administrative, of his term of office.

The development of the work of miscellaneous publications continued during the sixteen years of Dr. Harris' administration without marked change and always restricted by limited appropriations.

In 1896 an act had been approved (29 Stat. L., 140, 171) authorizing the commissioner to publish a bulletin. Advantage of this was not taken, however, until 1906 when three issues were published followed by four in 1907. Issues were irregular, but in ten years the number had increased to fifty.

At this time bureau publications included: (1) Annual report (2) special reports, (3) circulars of information, and (4) bulletins. Later circular letters were added to this list.

The special reports, issued at regular intervals, contained information regarding educational systems, school laws, and institutions.

The circulars of information treated questions of educational history and methods and included the series on the history of education in the several states.

Suitable portions of various reports and circulars were selected and prepared for publication in current educational periodicals thus reaching a group which might otherwise have been neglected.

In 1912 a series of monthly records of current educational periodicals was prepared for librarians, enabling them to keep abreast of current educational literature.

In 1913 a rural school letter was issued for the benefit of those interested in this phase of education, followed in 1914 by a higher education series and periodical letters in civics education.

During the war a great increase in the volume of work was forced upon the Government Printing Office, and the Bureau of

²² Publications of the Bureau of Education, Nos. 95 and 97.

Education publications, like those of many other government units, were much curtailed.

During 1918 a semi-monthly periodical, "School Life,"²⁴ was established. It was a sixteen-page magazine, issued during ten months of the year and sent gratuitously to administrative officers. The Americanization Bulletin,²⁵ had also been put into press during the war, appearing twice a month and giving to foreigners instruction in the English language, geography, history, and American ideals.

The policy in the type of publication was showing a marked change at this time. Previously, practically all printed matter was shaped to meet the needs of administrative officers in school systems and educational institutions. Publications now were designed not only for this group but for the class-room teacher as well, and in some cases even for the pupils.

The change was admittedly brought about by the war, but was made possible by the fact that advantage had been taken of the law permitting the sale of public documents to schools and libraries at the cost of publication.

In 1919 the bureau took over from the Food Administration the publication of "Library Service,"²⁶ which was issued at irregular intervals, and gave to libraries continuous information about the organization, activities, and publications of various government organizations.

In 1920 the experiment was tried of issuing a weekly Geographic News bulletin in coöperation with the National Geographic Society as an aid in teaching geography and history.

The years have seen the development of the annual report from a bulky, single volume containing administrative matter, statistics, and technical discussions to a small pamphlet giving a brief resumé of the year's progress and distributing the supporting data among issues of other types; the rise of the special pamphlet, report, multigraph letter, and periodical as a means of dissemination; and the distribution of material through a wider range of interest, as far down in fact, as the pupil.

Promotion and Investigation. The activities involving promotion, advice, and investigation have originated within the last

²⁴ Discontinued for a time, but revived.

²⁵ Since discontinued

fifteen years, and the history of most of them is brief. They cover numerous branches of educational work and mark the trend in policy, previously noted, away from the biographical and historical toward the more nearly utilitarian.

Since their existence has been brief and because, broadly speaking, they sprang full grown into being, an extensive survey of their development is not essential. With minor exceptions, the fields these activities covered and the duties they involved increased in volume rather than kind.

The purpose invariably was the promotion of, advice upon, and investigation of, the branches of educational work from which the activity received its title.

School Administration. The earliest of this new group of activities was that of school administration, organized in 1910 under a Division of School Administration with a specialist in charge. The new unit was charged with the supervision of matters relating to school legislation and the administrative duties of state and city educational officers. In addition, the division was responsible for the statistical work relating to state and city school systems.

Work was immediately begun on a coöperative plan for the improvement of school statistical methods and the establishment of uniform regulations concerning the recognition of teachers' certificates.

Experience soon showed the advisability of further subdivision of the work in this field, and the division was altered. Two subdivisions were organized, one on state and one on city offices, and these in turn were divided into subsections on administrative questions other than statistical and the measurement of administrative facts by statistical methods.

The division devoted itself to the collection and development of information in the field of school administration. Laws and judicial decisions were classified, circulars of current information on developments in administration were issued, and in 1911 a new feature of work was inaugurated.

This last was the survey, soon to form so important a part of the bureau work in various fields. Upon request the Commissioner, in coöperation with two outside educators, undertook a survey of, with a report upon, the public school system of Baltimore.

Visits to and inspection of numerous schools throughout the country formed an important and necessary part of the program.

In 1914, a seeming departure from the theory of division duties was inaugurated with the appointment of a specialist in educational systems, who was chosen to make an investigation of current methods of teaching reading in the primary grades and to formulate methods for the improvement of such instruction in elementary schools. This was a matter of pedagogy rather than administration but, nevertheless, was followed by an experiment under a specialist in teaching reading by the "Phonic" method in the schools of Washington, D. C.

Another activity undertaken which also did not deal with administration was the compilation of the history of education in various states.

These lines of work were continued, nevertheless, though the prime function was still that of improving school administration throughout the country.

In 1918 the work in school administration was placed, with that of kindergarten education, under a Division of City School Systems; its functions and activities, however, undergoing no change.

Higher Education. The work in the field of higher education was made possible by a congressional appropriation of \$3000, under which a specialist was employed in November, 1910. A Division of Higher Education was created by order on February 3, 1911.

The division was given "charge of all matters, including statistical work, relating to higher education, agricultural and mechanical colleges, professional schools and normal schools, and such other duties as may be formally assigned to it from time to time, or which would naturally fall to it in the ordinary course of the work of this office."

The higher education specialist together with the expert on land-grant college statistics, who had been transferred to the new division, at once took up the needed inspection of the work, equipment, organization, and administration of the agricultural and mechanical colleges.

As with the Division of School Administration, the Division of Higher Education devoted its attention to the gathering and com-

piling of information on institutions of higher learning in the United States. Bulletins were issued, visits in the field made, and classified lists of institutions compiled on various bases. The last was done largely upon request of graduate schools in order that they might have facts upon which to judge applicants for entrance. It was later discontinued.

In 1912 the survey field was entered, and in the first year surveys and reports made upon sixteen state universities and nine privately supported institutions. Reports were also made upon standardization of the institutions of higher learning in Oregon and of five institutions in Virginia. This work grew steadily in importance.

In 1913 the work of compiling statistical and other data relating to colleges, universities, technological, professional, and normal schools was transferred to the Statistical Division.

Studies were made of the latest developments in foreign universities, and the preparation of teachers for secondary school teaching abroad. Continual touch with institutions of higher learning in this country was maintained at all times.

In 1914 the Adjutant General of the Army requested the bureau to compile a list of secondary schools and higher institutions which were eligible for inclusion among those accredited by the Military Academy. This continued as a regular annual service.

Attention was also turned to the standardization and improvement of statistical methods for compiling and digesting data on institutions of higher learning. A specialist in agricultural education was later attached to this division.

School Hygiene. The Division of School Hygiene and Sanitation was created by an order of October 19, 1911. The purposes of the division were ably outlined in the statement of the commissioner for 1912:

1. To furnish to all who seek it, information regarding the sanitary construction of school buildings.
2. To bring together at the bureau, information relating to school hygiene and sanitation and to render this information accessible to school authorities and all others interested.
3. To gather and prepare for publication, information concerning the hygienic condition of school buildings and grounds throughout the country.
4. To conduct all correspondence referred to it wherein advice and information are sought on matters of school hygiene and school sanitation.

5. To prepare bulletins on such special topics as the Commissioner may from time to time direct.
6. To direct such coöperative investigations as shall be made in connection with the bureau on matters relating to the hygiene of school children.
7. To compile and send out bibliographies on special topics in school hygiene, school sanitation, and medical inspection.
8. To assist in any other work connected with the bureau which the Commissioner may see fit to assign to the division.²⁰

Offices were established in Washington and Nashville under specialists who because of budgetary restrictions gave but part time to the work. Activities under each of the heads listed were at once put under way, however, and adequate service obtained by a coöperative plan.

Interested and able citizens were enlisted as volunteer workers in this field. Forty-two of them were appointed at the nominal salary of one dollar per year, thus attaining the technical status of government employees with the work advantages accruing therefrom.

This plan was soon extended into other divisions of the bureau. Its full flowering came, of course, more than five years later in all government departments during the war.

The general program of work included intensive investigations of hygienic conditions in rural schools of various states in coöperation with local officers, the preparation and display of rural school exhibits at conventions and expositions, and the lending of cardboard models of various types of school houses for exhibition.

Special advice regarding school construction was given upon request, data pertinent to school hygiene and sanitation were collected and catalogued, and a continuous informative correspondence carried on.

A second special agent was added to the division in January, 1915, and a study of health conditions among school children in Hawaii inaugurated.

Bulletins on school hygiene and sanitation were issued and critical studies of courses in this subject made for various cities.

In 1918 a conference on physical education was held at Atlantic

²⁰ Department of the Interior, Annual Report, 1912, Statement of the Commissioner of Education, pp. 231-2.

City under the auspices of the bureau, resulting in the adoption of a program calling for national legislation for the promotion of physical education.

During this year, also, the name of the division was changed to the Division of School Hygiene and Physical Education, its activities being unaltered except for the addition of the promotion of physical education.

Two specialists were still employed: One in school hygiene and physical education, a dual function, and one in school sanitation. In 1921 the division became a section in the Service Division under the title of Health Education.

Rural Education. On November 1, 1911, a Division of Rural Education was established and charged with the responsibility of investigating problems relating to rural schools. In 1913 increased appropriations made possible the appointment of a chief of field service and three specialists in rural education. These four men were at once assigned to the field, taking charge respectively of making studies of rural education in the southern, western, middle-western, and eastern and northern states.

Work was begun on a special study of education in the South since 1870 (dealing largely with rural education) and of the development of high schools and secondary education since 1900. Intensive studies of rural education in counties in two western, one eastern and eight southern states were conducted, and a study of the preparation of teachers for rural school work throughout the country begun.

Three specialists were also assigned to a careful study of the rural school system of Denmark, and in 1914 an agent was sent to study rural education in England, Scotland, and Ireland, with special reference to continuation school work in rural communities, agricultural education, and education for home-making in regular and special schools.

A lantern-slide loan exhibit on "consolidated and rural schools" and "transportation at public expense" was inaugurated and a weekly rural school letter sent out.

In 1915, when the appropriation made it possible, four specialists were transferred from the field to headquarters at Washington and their work changed. One became rural school extension agent, and the others, specialists in rural education, rural school practice, and rural school administration.

A comparative study of rural schools in Porto Rico and the Philippines was made, and work begun on a vitally important study of the rural school curriculum with the purpose of reorganizing it on the basis of what farmers and farmers' wives need to know.

During 1916 a National Rural Teachers' Reading Circle was organized by the division, and during 1918-19 important rural conferences were held in various cities with the following objects in view:

1. An academic term of not less than 160 days in every rural community.
2. A sufficient number of teachers adequately prepared for their work.
3. Consolidation of rural schools where practicable.
4. Teachers' home and demonstration farm of 5 or more acres as part of the school property.
5. An all-year school session adapted to local conditions.
6. A county library with branch libraries at the centers of population, the public schools to be used as distributing centers.
7. Community organization with the school as the intellectual, industrial, and social center.
8. A high-school education for all country boys and girls without severing home ties in obtaining that education.
9. Such readjustment and reformation of the course of study in elementary and secondary rural schools as will adapt them to the needs of rural life.
10. Federal coöperation in public education.
11. The elimination of illiteracy.
12. Americanization of all citizens through a better civic and patriotic instruction.*

During the next year studies were put under way on:

1. Rural school consolidation in the United States and Canada.
2. Rural high-school education, with special reference to junior high school organization.
3. Immediate problems in rural education, a general résumé.
4. Teacher certification in the United States.
5. Minimum requirements of the ideal one-teacher community school.

In 1918-19 a country-wide inquiry was conducted revealing a serious shortage in rural school teachers, and the Commissioner

* *Ibid.*, 1919, p. 425.

inaugurated a recruiting campaign to relieve the shortage. Married women who had previously taught school and other ex-teachers were solicited to reënter the field, and normal schools, colleges, and universities were urged to establish short special courses for teachers.

A new phase of the work of the division was inaugurated the same year with the study of free public libraries as they affected rural population and the need of county libraries.

Negro Education. The Division of Negro Education was established during 1913²⁸ with the coöperation of the Phelps-Stokes Fund. Its purpose was to study the work of the negro schools of the country, gather data, and disseminate information thereon. Three specialists were employed, and in 1914 a fourth one was added.

This coöperative plan was the first of a number of such arrangements which utilized the voluntary effort of associations (rather than of individuals, as with school hygiene) interested in various phases of education and enlarged the activities of the bureau without commensurate increase in cost.

The work consisted, during the earlier years, of surveys of conditions in existing schools, followed by descriptive statements and constructive recommendations for the improvement of accounting systems, cleanliness and sanitation in dormitories, and rural negro education.

Prospective donors turned to the bureau for information on the negro schools to which they wished to make gifts, a valuable service which came as a natural result, but was not contemplated in the plan. Funds for the work were being supplemented increasingly by contributions from the Phelps-Stokes Fund.

In 1916 the name of the division was changed from "Negro Education" to "Education of Racial Groups," but its activities remained the same. During the following year an important conference on negro education was held in Washington under the auspices of the division.

On July 1, 1919, the coöperation of the Phelps-Stokes Fund, was withdrawn. This was necessitated by the act of Congress (Act of March 3, 1917; 39 Stat. L., 1070, 1106) making such

²⁸ Some work in this field had been carried on in 1912.

arrangements illegal after June 30, 1919, and since no funds were voted to continue the work, it was abandoned as of the date mentioned.

Kindergarten Education. The second coöperative arrangement was consummated on March 3, 1913, with the National Kindergarten Association by the organization of the Division of Kindergarten Education. Later the International Kindergarten Union also joined in the work.

The purpose of the division was to study the kindergarten problem of the country, collect information, and distribute it to those interested, with a view to promoting the education of young children.

The first work undertaken was a survey of the status of kindergartens in public schools and elsewhere in the United States. Later a lantern-slide lecture service was inaugurated, speakers sent to conventions, assistance in campaigns for kindergartens rendered, and demonstration kindergartens established.

Offices were set up in Washington and New York, and a continuous program of collecting and disseminating information and promoting kindergarten organization was carried on, detailed attention being given to outdoor schools. Close coöperation was maintained with such organizations as the National Congress of Mothers and Parent-Teacher Associations.

Seven special collaborators conducted the work: three in Washington, three in New York, and one in San Francisco.

As with certain other divisions, the kindergarten work had been partially supported by private aid, and with the passage of the act making such aid illegal, the work had to be curtailed. The division was consolidated, therefore, in 1918 with the School Administration Division to form the Division of City School Administration.

Home Education. For the effectual promotion of education by means of home coöperation the Home Education Division was established in May, 1913.

The aims were "to investigate means and methods of improving education in the home, to assist parents in directing the play of their young children, promoting their early mental development, fostering the formation of . . . moral habits and establishing their physical health, . . . to bring about a more intelligent co-

operation between the home and the school . . . and to extend the education of boys and girls who have quit school . . . by stimulating and directing their home reading and study.”²⁹

Coöperative plans were worked out, reading courses prepared, parent-teacher associations organized, interested persons circularized, lists of lantern slides of educational value distributed, and a National Reading Circle established.

The division immediately began to get in touch with mothers of young children and prospective mothers, and in coöperation with the Public Health Service and the American Medical Association advised them on the care of babies. The National Congress of Mothers and Parent-Teacher Associations also assisted.

Two offices were established, one in Washington and the other in Philadelphia, and home reading courses were prepared.

On July 1, 1919, the coöperation of the National Congress of Mothers and Parent-Teachers Associations through which the division had been maintained since 1913, was withdrawn, because of conflict with the law previously mentioned.

The work of the division was thus curtailed in certain respects and in 1921 it was made a section under the Library Division.

Civic Education. The fourth coöperative division was established in March, 1914 in connection with the National Municipal League and was called the Division of Civic Education. Its purpose was “to investigate methods of teaching in the schools and elsewhere, those things that pertain directly to the duties and responsibilities of citizenship in a democracy and of membership in larger and smaller communities, and to foster the will so to live and act as to promote the public welfare.”³⁰

The work consisted largely in sending out pamphlets on civic education, conferences looking toward the establishment of courses in civics, and investigation of curricula and teaching methods in this field. Assistance given by bureau specialists in the field consisted usually in:

1. Outlying the general character of the work.
2. Preparing a syllabus for the teachers, suggesting methods of work, source materials, and how to adapt the work to local conditions and needs.

²⁹ Department of the Interior, Annual Report, 1914, Statement of the Commissioner of Education, p. 285.

³⁰ *Ibid.*, p. 286.

3. Direct help to the teachers by class visitation, conferences, and demonstration lessons.

4. Setting agencies at work to gather and organize materials appropriate for teachers' and pupils' use.

5. Meetings with parent-teacher organizations and other bodies of adults to explain what was being attempted and to solicit coöperation between the school and the community in behalf of effective civic education.²¹

Assistance was frequently rendered to state school officers in putting into effect new laws bearing on civic education.

The work was discontinued in 1921.

Education of Immigrants. A fifth coöperative division was established in April, 1914, in connection with the North American Civic League. It was designated as a Division for the Investigation of the Education of Immigrants, its purposes being threefold in character:

(1) To serve as a national clearing house of information.

(2) To establish standards and methods in the education of immigrants.

(3) To promote coöperation of all agencies dealing with the problem of Americanization.²²

The chief of the division at once took up work in connection with the Pennsylvania Department of Labor, and began investigating illiteracy among adult immigrants and methods of preparing immigrants for citizenship and for participation in American industrial, social, and civic life.

Later the study of conditions was widened to include the country as a whole and data gathered as a basis of information as to which sections of the country were most urgently in need of help. Numerous states and cities were also aided by the division in the study of immigrant education, the establishment of properly shaped courses of instruction, and the provision of laws necessary thereto. Instruction for the promotion of safety was also sponsored.

In 1916 the Commissioner of Education appointed an Advisory Council on Americanization (known as the National Committee of One Hundred) the name of which is indicative of its function. It concerned itself largely with legislation.

²¹ *Ibid.*, 1916, p. 334.

²² *Ibid.*, 1917, p. 356.

On May 2, 1918, the Secretary of the Interior accepted a proposition from the National Americanization Committee of New York for the extension of the bureau's work in Americanization with a special view to extending the work of education among the foreign-born population of the United States, in order to give them a knowledge of the industrial requirements in this country, of the history and resources of the country, of our manners and customs, and of our social, civic, economic, and political ideals, and through coöperation with loyal leaders of racial groups to win the full loyalty of these people for the United States and their hearty coöperation in the war for freedom and democracy. . . . Some of the immediate objects of this new work are the following:

1. To give the immigrant better opportunities and facilities to learn of America and to understand his duties to America.
2. To unite in service for America the different factions among the several racial groups and to minimize in each race the antagonism due to old-country conditions.
3. To cement the friendships and discourage the enmities existing among races and to bring them together for America.
4. To bring native and foreign-born Americans together in more intimate and friendly relations.
5. To give native-born Americans a better understanding of foreign-born Americans.
6. To develop among employers a more kindly and patriotic feeling toward foreign-born workmen.
7. To encourage the foreign-born Americans to assist in the work of Americanization and to develop a more patriotic feeling toward the work in which they are engaged.
8. To develop the school as the center for Americanization work for all alike.³³

Two sections were maintained for the prosecution of this work, one in Washington and one in New York.

A national conference on Americanization was held in Washington, May 12 to 15 [1919], and was attended by more than 400 of the leading experienced workers of the country. For the first time the social, the educational, the industrial, and the racial workers met together to consider their common problem.³⁴

During this year also a bill was introduced in Congress which showed the type of program the division was stimulating. It provided:

an annual appropriation of \$14,250,000 for a period of seven years for the teaching of foreign-born residents of the United States to

³³ *Ibid.*, 1918, p. 393.

³⁴ *Ibid.*, 1919, p. 453.

speak, read, and write the English language, or giving them instruction in American geography, history, institutions, and life and ideals, and for the teaching of adult illiterates and near illiterates to read and write and to give them instruction in the beginnings of arithmetic and other subjects necessary for intelligent life and work.³⁵

In 1918-19 the division became known as the Division of Americanization and in the following year as the Americanization Information Service, taking on the nature of a clearing house for information rather than that of an active promotional agency. Soon after this, however, the work was abandoned.

Industrial Education and Education for Home Making. Although a specialist in industrial education had been appointed in August, 1914, no separate division for such work had been organized. However, in March, 1915, with the appointment of two specialists in home economics a Division of Industrial Education and Education for Home Making was established.

The specialist on industrial education, after the organization of the new division, continued his work on the industrial survey of numerous communities, leading usually to the establishment, extension, or improvement of vocational education. The specialists in home economics devoted most of their time at first to becoming familiar with conditions in the field so far as teaching their specialty was concerned.

Lectures on industrial education were given in summer schools and work was undertaken in aiding states and communities to introduce and develop programs for education in trades and industries. The program involved outlining plans for training special teachers of manual training and industrial subjects, holding conferences of specialists to consider methods and practice, carrying on educational surveys and studying local industrial conditions and needs as a basis for recommendations as to vocational education programs, compiling a directory of vocational education and publishing information concerning notable developments in the field.

The division carried on its work to a large extent through conferences and the distribution of reports on conclusions reached

³⁵ *Ibid.*, p. 454. The bill did not become law.

and by means of mimeographed circulars dealing with various phases of vocational education.

School and Home Gardening. The Division of School and Home Gardening was established in 1915, enlisting two specialists and an assistant specialist in the work. The organization and maintenance of the division was carried out in coöperation with the International Child Welfare League, the purpose of the work being "to promote home gardening by children of school age in cities, towns, suburban communities and mill villages, both for its educational value and for the contribution which may thus be made to the support of the families of which the children are a part."⁹⁸

The plan as worked out called for an intensive system of gardening done by children under the direction of the school, the application of business methods, and intelligent direction and close supervision.

In order to provide a personnel to carry out such work the bureau promoted the organization of courses in gardening in the summer sessions of a number of colleges, and in some cases agents of the division personally established and supervised school gardens.

In March, 1918, the United States school garden army was organized. The change in name did not alter the policy of the division but merely added to it a patriotic appeal.

The work, however, assumed lessened importance after the war, the \$250,000 allotment out of the National Security and Defense Fund having lapsed, June 30, 1919. The work was then termed "School-Directed Home Gardening." The entire program was abandoned in 1921.

Community Organization. A specialist in community organization was added to the bureau roster on January 1, 1916. He gave his attention to the promotion of community organization with the school house as the center of educational, industrial, social, and civic interest.

The work of this division was largely promotive and consisted of the pushing of pertinent legislation, and addressing gatherings of citizens and school people on the use of schools "after hours."

⁹⁸ *Ibid.*, 1915, p. 398.

Community centers were organized and community buying clubs promoted.

A curriculum was prepared for a new department of social ethics and community organization in universities, colleges, and normal schools, and lectures on community organization given throughout the country. This work, like that of many other divisions, was abandoned in 1921.

Foreign Educational Systems. While the study of and reporting on foreign educational systems had been carried on from the beginning, it did not attain the status of a separate division of work until 1917.

Collection of data in this field had gone on as one of the integral parts of the collection and dissemination program. The chief outlet for such information was in the Commissioner's annual report, of which document material on foreign education systems occupied a large part. Special studies of, and reports on various phases of education abroad finally became so numerous that the work was included under a separate division.

Commercial Education. The rapidly increasing number of students throughout the country taking courses in commercial education made this branch of work increasingly important. In many cases abuses had crept in, and broadly speaking, this field offered wider opportunities for sub-standard schools accompanied by lax supervision than most other branches of education.

Accordingly, a Division of Commercial Education was set up in 1918 and a specialist⁷⁷ put in charge. Courses of study in commercial education were prepared and distributed for use in elementary schools, high schools, colleges, universities, and private business schools.

Surveys were made of foreign business carried on in this country and whether and how training in such business should be given in our schools, in addition to general studies in the field of commercial training.

Typical of these were the following:

1. A survey of 15 major cities in coöperation with the Bureau of Foreign and Domestic Commerce, Committee of Fifteen on

⁷⁷ His appointment was made permanent at this time. He had previously (1917) been made a collaborator in commercial education on a temporary basis.

Educational Preparation for Foreign Service, American Association of Urban Universities, and local committees with representation from trade, industries, and education.

2. A survey of all cities with 25,000 inhabitants and over, about 250 in all, carried on direct from the bureau in coöperation with local committees, of which the city superintendent of schools acted as chairman.

The purpose of these two surveys is to ascertain the extent and character of the foreign business of these cities, the number of people employed, and the kind of service rendered by them, and whether and how the schools and colleges can train men and women for foreign business.

3. In coöperation with the educational director of that association, surveys of the work conducted by the educational departments of the Young Men's Christian Association.

4. A survey of all commercial teacher-training work carried on in colleges, universities, and normal schools.

5. A survey of colleges and universities to ascertain what facilities they offer in preparation of the students in engineering or business for management positions in industry and commerce, and for overseas engineering development projects and commercial enterprises.³⁸

Agricultural Education. A Division of Agricultural Education was established in 1918 under a specialist.³⁹ The division was concerned primarily with the work of the agricultural colleges, gathering information as to curricula, administration, requirements for admission, and training of teachers in this field.

In 1919 the division was again merged with Higher Education. In 1921 the specialist in Agricultural Education resigned, and the position has not been refilled.

Educational Extension. The Educational Extension Division was created in December, 1918. Its main purposes and organization plan were:

1. To serve as a clearing house of information on methods of and materials for educational extension and to advise educational extension agencies.

2. To salvage for general and permanent use educational extension methods and materials created and collected by the government in the war emergency.

³⁸ Annual Report, 1919, p. 216.

³⁹ He had been attached to the Division of Higher Education.

For the purpose of these functions the division was organized in four sections, corresponding to the main avenues of extension service already established in many of the states:

1. Extension Teacher.
2. Public Discussion and Library Service.
3. Community Center Service.
4. Visual Instruction.⁴⁰

The great volume of the work was the result of war or immediate post-war demand, and this coupled with the fact that the division had been supported by allotment from the President's fund for National Security and Defense, accounts for the disappearance of the division in 1919.

The visual education work was salvaged and later was set up as a separate division, only to be discontinued in 1921.

Surveys. Survey work in the various fields of activity became an important factor as early as 1911. The technique of these studies was steadily developed, and demanded an intensive, unbiassed, though critical study of the facts, and a report thereon with recommendations for improvement.

This activity gradually became a part of each division of work or interest, and it cut across the organization to such an extent that in practice it became a main function.

The process was an integrating one, and, as it developed, the tendency was to include, for example, the specialists in industrial education, school hygiene, and school administration in collaboration upon a study of a school system in a selected city rather than, as formerly, to have such specialists conducting separate studies in their own fields in widely separated communities.

The demand for this work increased steadily and gave to the bureau new opportunities for leadership.

War Activities. The war activities of the Bureau of Education were wide-spread and naturally affected the whole organization. Some divisions, from their nature, lent themselves to wider use than others.

In this field the Division of Higher Education was extremely active. It devoted its attention to aid in regimenting college graduates for specialized or technical patriotic service. Members of the

⁴⁰ Department of the Interior, Annual Report, 1919, Statement of the Commissioner of Education, p. 446.

division served on numerous advisory bodies and took active part in the supervision of the education of civilians for mechanical and other technical war service and of the Student Army Training Corps.

The School Hygiene Division coöperated closely in the venereal disease prevention work and in formulating plans for physical education in institutions training men for war work.

The Vocational Training Division also cooperated in the work of special training for the War Department, while the Negro Division gave assistance in the selection of training schools for negro drafted men. Investigations were also made of the conditions among negro troops in and about cantonments.

The library compiled bibliographies on subjects pertinent to the conduct of the war, while the bureau lent special efforts to help maintain schools and avoid the disorganization of schools which is the usual accompaniment of war.

The organization of the United States School Garden Army as an amplification of the School and Home Gardening Division work was a war program primarily. It became a huge work during the war, the school children of practically the entire United States being organized to cultivate land then lying idle. The results were gratifying, and a far from negligible acreage was added to the food producing area. Over a million and a half children were engaged in the work and 25,000 acres of previously uncultivated home and vacant lots were made to produce.

The war also placed upon the Division of Immigrant Education the burden of an Americanization program. This with the School Garden Army, made up the preponderant bulk of the war work of the bureau. While the propaganda end of the program predominated, a large organization was built up and put under way, and coöperative relations were established with all agencies interested in the Americanization program.

The acute teacher-shortage resulting from the war had brought about the organization of a "school board service." This functioned as a registration and employment agency to which the school board might turn for lists of eligible teachers. The stimulation of registration by all eligibles was a corollary. While not a direct contribution to the conduct of the war, this was essentially a war activity.

Many of these extra activities were supported from the National Emergency and Defense Fund, and hence were of short life, while others were so purely of the war that continuation in peace time would have been impossible.

Administrative Duties. The administrative duties of the Bureau of Education were a natural, though not necessarily logical, outgrowth of the law placing the bureau in the Department of the Interior. None of them, however, was organic to the bureau, at least so far as the law was concerned.

Alaskan Education. The United States purchased the territory of Alaska from Russia in 1867. Under Russian rule sporadic attempts at maintaining schools in that territory had been made. One was established at Kodiak Island as early as 1794, and during the previous year the Empress Catherine had sent missionaries to care for the religious training and education of the native inhabitants. Later the Russian-American Fur Company, in accordance with the requirements of its charter, established schools at its trading posts. The first of these was opened at Sitka in 1805. By 1849 there were five.

Financial considerations, however, finally compelled the closing of these institutions before the United States took over the territory, and for nearly twenty years the country was without schools.

Finally, by the act of May 17, 1884, previously mentioned, the duty of providing for the education of the children of Alaska was placed upon the Secretary of the Interior, who, in turn (March 2, 1885) imposed this duty upon the Commissioner of Education.

The work was put under way at once, and on April 11, Sheldon Jackson, who had worked as a missionary among the natives, was appointed General Agent of Education in Alaska. After an inspection of the territory Dr. Jackson opened the first school at Sitka on June 22, 1885.

In 1887 the schools were placed under a territorial board of education, but lack of adequate means of communication hampered the work, and this coupled with some internal dissension caused the abandonment of the plan in 1890. Local school committees were then authorized to take the place of the central board.

In 1890 Dr. Jackson accompanied a United States revenue cutter on the annual cruise through the Bering Sea and Arctic

Ocean. He obtained information which resulted in the extension of the school system into Arctic Alaska.

On July 4, 1890, the cornerstone of the first public school building in Arctic Alaska was laid at Cape Prince of Wales. This school was organized in coöperation with the American Missionary Association. The next school, at Point Hope, was established in coöperation with the Episcopal Church, and the third, at Point Barrow (the northernmost school on the continent), with the Presbyterian Church.

The early schools were organized for all Alaskan children without distinction as to race. With the discovery of gold, however, a great influx of white settlers had begun, and they shortly commenced to demand local control for the schools which their children attended.

This came about only gradually. The act of June 6, 1900 (31 Stat. L., 321), had provided for a tax on business and the use of half the revenue, so produced, for the local schools—the initial step. The final step came with the act of January 27, 1905 (33 Stat. L., 616), which placed the schools for white and “civilized” children (usually those in “incorporated areas”) under the Governor of Alaska as superintendent of instruction, but specifically continued the native and Indian schools under control of the Secretary of the Interior and the Commissioner of Education. The latter schools were those outside “incorporated areas.”

This change considerably altered the type of educational program to be carried out, and enabled the schools to lay out a simple and practical plan. It had for its purposes the teaching of the English language (spoken and written), the elements of arithmetic, and an occupation designed to provide food and clothing for the natives.

In spite, however, of conscientious and able work through the years on the part of local representatives, the school system of Alaska deteriorated, due, it was claimed, to lack of funds to provide for field supervision and the impossibility of communicating with the greater part of the territory. The situation became so acute that it was reported in appointing a successor to Dr. Harris (the incumbent) almost the only matter discussed with the candidate for the office was the Alaskan educational problem.

The importance and volume of the work had increased greatly, and this made any imperfections stand out the more clearly.⁴¹ Then, too, by natural increment and necessity the activities of the teaching staff had reached out into various phases of the community life, adding to the difficulties of administration.

On May 1, 1907, a new chief of the Alaska Division of the bureau was appointed to succeed Sheldon Jackson, whose efforts bulk so large in the history of the territory.

The new appointee, after a tour of inspection, made a report which included recommendations for a wider range of instruction to include such practical matters as fish-catching and curing, handling of wooden boats, tanning and preparing hides and skins, coal-mining, and the elements of agriculture. Manual training and domestic science were introduced.

During the next few years, also, a more extensive building program was undertaken, and in 1909, for administrative convenience, a supply and disbursing office was established in Seattle and a disbursing office at Nome.

In 1912, after long urging on the part of the Commissioner, a compulsory school attendance law was passed, not, it will be noted, by Congress, but by the territorial legislature.

The next year a school was established by the government in Metlakatla.⁴²

The physical growth of the public schools (which it will be noted has not been even) is indicated by the following table:

GOVERNMENT SCHOOLS IN ALASKA

Year	Number	Enrollment	Year	Number	Enrollment
1885.....	10	450+	1905 ^a	51	3083
1890.....	13	764	1910.....	77	3962
1895.....	16	1030	1915.....	67	3500
1900.....	25	1723	1920.....	67	(est) 3700

^a From 1905 on, includes native schools only.

⁴¹ Commissioner Harris upon retiring said: "I have worked at Alaska with both hands and have had to do the rest of the work of the bureau with my little finger"; this in spite of the fact that in theory at least, Alaskan education was an incidental part of the work of the bureau.

⁴² This had come after many years' delay. The colony had migrated from British Columbia because of disagreements with the Church of England and the British authorities. Congress (26 Stat. L., 1101) had reserved Annette Island for the colonists (1891), but the Commissioner of Education, for reasons cogent to him, had hesitated to ask for a government school in this district. As a result, for over twenty years, education here was in private hands with occasional government assistance.

From the nature of things the Alaskan school teacher was obliged to widen the scope of his activities beyond the schoolroom. He was an out-post of civilization, in many places completely cut off from communication with the outside world for many months of the year. He naturally assumed the functions of a community leader, a counsellor, a censor of morals, an arbitrator in disputes, a local observer and reporter of conditions, a defender of the peace, and a public nurse and consulting physician. He faced the problems of ignorance, poverty, famine, immorality, drunkenness, crime, sickness, and pestilence. Space does not offer here for a narrative of accomplishment by these pioneer teachers in a wild land. The early reports of the Rev. Sheldon Jackson are rich in the recital of heroism, self-sacrifice, and thrilling adventure.

The teachers early concerned themselves with the development of the reindeer industry, the stamping out of the liquor traffic, and the care of destitute natives.

From the first, these teachers were used as foci of information and as agents in the collection of data for the decennial census, being appointed under the law for the latter purpose. Under an act approved March 3, 1909 the Attorney General was authorized (35 Stat. L., 837) to appoint as special officers "such employees of the Alaskan school service as may be named by the Secretary of the Interior." This gave authority for the performance of many functions which had hitherto been undertaken unofficially, especially the power of arrest.

The Coast and Geodetic Survey in 1911 requested teachers on the coast north of Nome to take over the work of securing information on tides and currents in the Arctic Ocean, a new activity for this busy group.

Further responsibilities were added by an act of the territorial legislature, April 27, 1915, which provided for the attainment of citizenship by natives. One requirement was that an applicant must satisfy a teacher of the government schools (among others) of his qualifications for citizenship.

The superintendent of native education in Alaska was appointed special agent in entire charge of the 1920 census for that territory, utilizing the local teachers for gathering data.

The activities of the bureau with regard to the health of the natives began with purely local and sporadic relief in cases of destitution and sudden illness, though the teachers from the first had labored to spread the gospel of community and household cleanliness and sanitation. The burdens of such work steadily increased. To meet the lack of professional care, teachers were given elementary instruction in medical aid and furnished with medical supplies to take care of emergency cases. Contracts were entered into for services from certain physicians and hospitals.

By 1909 arrangements with nine physicians had been made, and during the next eleven years the personnel directly under the bureau engaged in caring for the health of natives was as follows:

Year	Physicians	Nurses and attendants	Total	Year	Physicians	Nurses and attendants	Total
1910..... ^a 14	3	17	13	1916....	6	7	13
1911..... ^b 12	6	18	15	1917....	5	10	15
1912..... ^c 10	11	21	20	1918.....	9	11	20
1913.....	11	12	23	1919..	8	11	19
1914.....	9	12	21	1920.....	9	13	22
1915.....	7	8	15				

^a Six contract physicians included.

^b Four contract physicians included.

^c Two contract physicians included.

By 1910 a hospital for natives had been built by the government at Juneau followed the next year by one at Nushagak. In 1918 hospitals at Kanakanak and Akiak were completed, the service arrangements with others having meantime continued.

In 1911 at the request of the Commissioner of Education, a thorough investigation of the health and sanitary conditions among the natives of southern Alaska was undertaken by an officer of the Public Health Service. As a result the next year the United States Public Health Service detailed one of its officers for an indefinite term under the Commissioner of Education to take up the following duties:

1. Supervise all measures for the medical and surgical relief of the natives of Alaska.
2. Act as instructor to the teachers of the United States public schools in Alaska in all matters pertaining to the sanitary education of the natives.
3. Give instruction to teachers in first aid to the injured or sick.

4. Act in a general advisory capacity to the superintendent of education of natives of Alaska in all matters pertaining to sanitation, hygiene, maintenance of hospitals, and other like matters.

Since the expiration of this detail in 1915, the officer has continued to act in an advisory capacity. In 1909 over \$7500 was spent for medical relief alone and in 1910 over \$20,000. By 1914, this item had reached \$36,343.08 and was so heavily drawing upon funds intended for other purposes that in 1915 an appropriation of \$25,000 (38 Stat. L., 822, 862) was granted separately for medical relief, followed in 1916 by \$50,000. This indicated the growing importance and volume of the work.

In 1917 provision was made for the admission of non-indigent patients to the hospitals conducted by the Alaska Division and the acceptance of fees from them in amounts prescribed by the Secretary of the Interior.

The work of medical relief continued under the Bureau of Education even though separate funds were now granted for the work.

In 1913 the territorial legislature passed a law regulating the registration and restriction of communicable diseases. It provided that in any native village any representative of the Bureau of Education should have power as health officer to enforce quarantine regulations; to cause garbage to be removed; to disinfect persons, houses, or property; and to cause furniture or household goods to be destroyed when they were a menace to public health. This gave important additional powers (though nothing new in the way of duties) to the teachers.

In 1914, as a measure of balancing diet and promoting health, steam canning outfits were placed in a few villages in southeast Alaska. They are now in general use in that region.

The influenza epidemic of 1918-19, of course, added greatly to the burdens and responsibilities of the teachers in Alaska.

In 1912 the Hydah tribe migrated to a new preserve and called the settlement Hydaburg.* The Hydaburg Trading Company, a coöperative enterprise, was soon established with a locally subscribed capital of \$5000. It transacted the mercantile business of the settlement and proved profitable from the start. Protection

* The Metlakatla settlement on Annette Island, a similar enterprise, has been mentioned.

was afforded by executive order reserving the tract for these natives and keeping out unscrupulous white traders.

This practice proved to be a wise one and so successful that the Hyدابurg preserve was followed by others at Klawok, Ft. Yukon, Klukwan, Port Gravina, Fish Bay, Long Bay, Kobuk River, and Cook Inlet.

The income of Atka village increased over 150 per cent as the result of the establishment of a coöperative store, which was owned by natives and supervised by public school teachers. In 1916 the bureau organized a coöperative store at Annette Island: The Metlakatla Commercial Company. This venture in 1917 showed a net profit of over \$4000 and in 1919 of nearly \$14,000.

An agreement was also entered into with a packing company which, with a guaranteed return to the community and the employment of natives in the plant, provided what was practically a rehabilitation fund for the district. This arrangement was so successful that plans were immediately made for extending it to other communities.

Reindeer Service. The work of the reindeer service in Alaska was a direct outgrowth of the investigation of the educational situation. When Sheldon Jackson was inspecting conditions in Arctic Alaska in 1890, he found a very deficient food supply. Whales, walruses, seals, and many smaller fur-bearing animals had been almost destroyed by American whalers. A visit to the Siberian shore showed that natives, racially similar to the Alaskans and living under like climatic conditions, had ample food and clothing because of the raising of reindeer.

Dr. Jackson immediately reported this to the Commissioner of Education, who in turn urged upon Congress an appropriation to procure for Alaska the domesticated Siberian reindeer, both as means of immediate relief for the food shortage and as a possible permanent food and clothing supply and remunerative industry for the natives. While waiting for congressional action, a popular campaign was started through the newspapers in a number of eastern cities to raise a preliminary sum in order that experiments might be started at once. The sum of \$2146 was subscribed and sixteen reindeer were purchased in Siberia in the summer of 1891 and sent to Alaska. A year later the herd was found grazing peacefully, having passed through the rigors of an Arctic winter in apparently good condition. This was sufficient indication of

probable success, and 171 reindeer were purchased during 1892 and taken to Port Clarence as a central distributing station.

Congress, in 1893, voted \$6000 for the work, the cost of which during the first few years was largely that of purchase and transportation.

In spite of physical difficulties the work proved a success from the first. From the deer the natives obtained food⁴⁴ and clothing. Horns were used in making sledges, while the deer proved to be a superior means of transportation. Reindeer moss, their natural food, was plentiful.

The plan was to assign a small herd to a native, instruct him in its care,⁴⁵ supervise him for a few years and at the end of that time take back the equivalent of the deer originally given him. The surplus deer (from breeding) were his property. The native was thus not only provided with means of subsistence but was given an incentive to effort, finally becoming self-supporting and independent.

The reindeer proved of great value in the transportation of the mails, in carrying rescue parties to shipwrecked whalers, and in the provisioning of the miners during the gold-rush days.

In 1902 the Russian government withdrew the privilege of purchasing reindeer in Siberia.

A code of rules and regulations for the Alaskan reindeer service was approved in 1907, placing the general supervision of reindeer herds under the district superintendent of schools, in Northern Alaska, each herd being under the immediate supervision of the teacher of the local United States public school, with certain exceptions.

The act of March 4, 1907 (34 Stat. L., 1338), provided that all government reindeer should be turned over to local missions or to the natives as soon as feasible. In accordance with this act the bureau prepared contracts for use in assigning the herds to missions to be held in trust for natives, the income from these herds to be applied to the support of apprentice herders.

⁴⁴ Male deer were killed for the meat. Female deer gave milk, nourishing but so strong it had to be diluted for use. Butter and cheese were made from it.

⁴⁵ The deer were assigned in the ratio of one male to four females. No females were permitted to be killed or sold without government permission. The Siberians and Lapps were brought in as instructors. Long experience had rendered the Lapps particularly excellent herders.

Arrangements were made in 1909 with the Department of Agriculture permitting the exportation of reindeer meat, hides, and horns. Advantage of this was not taken, however, until 1911 when the first shipment of reindeer meat for commercial use was sent to Seattle. It found a ready sale.

The year previous, reindeer had been turned over to the Department of Commerce and Labor for the use of the natives in the seal fishery islands, and in 1913 fifty-five deer were assigned to the Department of Agriculture for propagation experiments.

The value of the reindeer was becoming an accepted fact and a matter of widening knowledge. The herds were being developed farther south each year and in increasing numbers everywhere. The industry had developed to such an extent that in 1915 a convention of Eskimos engaged in reindeer raising was held at Igloo. It afforded opportunity for the exchange of experiences and opinions and was so successful that such conventions or fairs became annual fixtures in many districts. An important result was the formation of an Eskimo Reindeer Men's Association in north-western Alaska in 1917. In 1918 four fairs were held by the association.

In 1920 the herding had reached a stage where an expert in animal industry was assigned to make careful studies of the reindeer-raising problems, while Congress made an appropriation enabling the Bureau of Biological Survey (Department of Agriculture) in cooperation with the Bureau of Education to make investigations, experiments, and demonstrations for the improvement of the industry.

The growth of the industry is indicated by the following table of "reindeer population":

Year	Deer	Year	Deer	Year	Deer
1892.....	143	1902.....	24,795	1912.....	38,476
1893.....	323	1903.....	6,282	1913.... (est)	46,000
1894.....	492	1904.....	8,189	1914.....	57,872
1895.....	743	1905.....	10,241	1915.....	70,243
1896.....	1,000	1906.....	12,828	1916.....	82,151
1897.....	1,132	1907.....	15,839	1917.....	98,582
1898.....	1,733	1908.....	19,322	1918.... (est)	120,000
1899.....	2,394	1909.....	22,915	1919.... (est)	145,000
1900.....	2,692	1910.....	27,325	1920.... (est)	180,000
1901.....	3,464	1911.....	33,629	1921.... (est)	216,000

* Figures for this and previous years include importations. Subsequent increments are from breeding alone.

Agricultural and Mechanical Colleges. An important administrative duty, in addition to those concerned with Alaskan affairs, was added to the bureau by the second Morrill Act (26 Stat. L., 417, 419), which in Section 4 charged the Secretary of the Interior with the proper administration of the law.

The bureau assumed this duty, and hence was charged with the responsibility of recommending the approval of expenditures from the "land-grant" funds by states and territories and the distribution of funds from the Treasury to the agricultural and mechanical colleges receiving government support: the "land-grant" colleges. This work involved the analysis of work done and expenditures made by such colleges each year and the distribution to them of funds due under the law.

The legislative, executive, and judicial act of March 2, 1895 (28 Stat. L., 764, 798), had provided a clerk who was charged with the collection and examination of the reports required by law from such institutions. He later became known as the specialist in land grant college statistics. In 1911 he was transferred to the Division of Higher Education, though the type of work he performed was not changed.

In 1915 a study of the condition of principal and income derived from the land grants of the first Morrill Act was begun, the study including a brief history of the organization of each of the land-grant colleges. No special division was established to supervise this work.

CHAPTER II

ACTIVITIES

The activities of the Bureau of Education are not identical with its functions. The latter, in essence are simple, and consist of the provision (collection and dissemination) of information regarding the progress of education in this country and abroad and the promotion of the cause of better education in the United States.

Activities, however, are more numerous, and cover a wider field than the functions. They fall into two broad classes: non-administrative, and administrative.

Under the former head lie, with one possible exception,¹ all of the organic activities of the bureau. The administrative activities thus, with the exception noted, are extraneous, and however important, in the strict sense, incidental. They are, however, the natural, though perhaps not logical, result of the position of the bureau in the Department of the Interior.

Non-Administrative. The organic, or non-administrative activities may be classified under five general heads:

1. Collecting and disseminating educational information.
2. Collecting and disseminating expert opinion on education.
3. Advising on educational matters.
4. Promoting better educational methods.
5. Carrying on research work.²

¹ This exception is the administration of land-grant college funds, which activity might be construed as belonging under the "promotive" functions.

² In the discussion of the general duties or activities, as outlined in (1), (2), (3), (4), and (5) above, the sub-classification by field of interest is not dealt with beyond mention. For example, "collecting and disseminating information" is discussed as it applies to the whole field of bureau work. No separate discussion of "collecting and disseminating information" on "school-hygiene" or "higher-education" is presented. While it is true these special fields require specially trained personnel, each different from the other, the collection activity, for instance, remains the same, regardless of the field of interest. The distinction lies in the subject with which the information deals. In brief, the special fields constitute administrative conveniences and form what might be termed vertical cleavages of horizontal activities. Hence the method of handling here adopted.

Educational Information. The collection and dissemination of educational information is the prime duty of the bureau and has formed its central activity from the beginning. In carrying out this activity it attempts "to serve as a clearing house for accurate and comprehensive information in respect to all educational agencies and all forms of education in the United States and all foreign countries and to disseminate this information among school officers, teachers, students of education, and all others directly interested in any form of educational activity."³

Collection of data. Collection of data is necessarily precedent to the dissemination of information. It involves wide-spread contact and continuous touch with affairs. Material is obtained by the following methods:

1. Request (This is usually special data, either unpublished or irregularly published).
2. Exchange (Comprises largely annual or periodical reports and applies especially to foreign information).
3. Purchase (Usually books and commercially prepared compilations, abstracts, and indexes).
4. Subscription (Current periodicals and the press).
5. Donation (Includes gratuitous distribution of new works by authors, publishers, and educational organizations).
6. Production (Reports resulting from bureau surveys or research).

General correspondence, reports from the field, and inspection of press and periodical literature reveal new movements, experiments, and activities in matters of education, and give the indication necessary as to how or where to obtain complete information. This is supplemented by visits to the field by various specialists.

The flow of material to the bureau finds its resting place in the files and library, and after classification is ready for the intensive analysis which must be carried out. The volume of material involved is indicated by figures for the fiscal year ending June 30, 1920, during which period the Washington office received 166,746 letters, 45,828 library publications, and 58,287 forms of various kinds. This excludes mail or material received at branch offices,

³ Commissioner of Education, Annual Report, 1920, pp 88-89.

research stations,⁴ or by special agents, and does not represent the peak load of recent years.⁵

Analysis. The digestion of this material as a matter of process, technically lies between the activities of collection and dissemination, but practically it is part of the former program. An exhaustive study of the data collected is the next step, and this involves such thorough methods as the examination of every school law marking the year's changes and amendments and the inspection of school-board charters and rules. Searches are made for trends and other matters deserving special attention in the reports of state, county, and city superintendents of schools.

The work of both public and private schools is studied and the catalogues and calendars of a long list of colleges, universities, reformatories, and normal and other special schools inspected. Selection is made of what is worthy of note either in the way of defect or virtue.

The bureau also keeps in intimate touch with the growth of libraries, museums, educational journals, and teachers' associations, and the progress of scientific meetings, surveys, and investigations. The results of these inspections, studies, and contacts are preserved in various ways.

Statistical matter is analyzed, reduced when necessary to common or standard nomenclature, and set up on a standard plan for presentation. This sub-activity of statistical analysis and compilation cuts horizontally across the various divisions of bureau work. The method and practice is universal, the activity changing

⁴ Now discontinued.

⁵ The year 1918-19, due to the war, was a high point, with 227,958 letters, 48,138 library publications, and 103,907 forms and reports received. The table of increase for letters received in ten years is of interest:

Year	Number letters received	Year	Number letters received
1910.....	18,463	1915.....	86,817
1911.....	—	1916.....	120,078
1912.....	45,543	1917.....	137,805
1913.....	68,528	1918.....	162,479
1914.....	84,232	1919.....	227,958

in no essential, regardless of whether the subject be higher education, school administration, or sanitation and hygiene.

General matter descriptive of progress is likewise analyzed, digested, and interpreted, but since the interpretative factor enters here the method and practice is not universal, as with statistics. Here the splitting up of a sub-activity occurs, a vertical cleavage which is partly an organization and partly an activity distinction. Each organization unit⁶ attends to the analysis interpretation and digestion of information upon its particular interest, such as rural education, school and home gardening, or civic education.

Collection, compilation, and interpretation, therefore, partake of the nature of intramural administrative or clerical activities, though they are in purpose unquestionably organic to the service, or extramural functions. They constitute in effect the manufacturing end of the work, converting the raw material into usable forms ready for other activities to take up and pass on.

Dissemination of Information. Collection, compilation, and interpretation of data would be futile for bureau purposes unless accompanied by dissemination. This dissemination is accomplished by the following means:

1. Provision of library facilities and loan privileges for those interested in education.
2. Exhibits such as at expositions.
3. Address, speeches, and conferences.
4. Correspondence (Usually in reply to special requests for information).
5. Distribution of printed and mimeographed material.

Library. While the library does not constitute a particularly dynamic method of circulating information, it is an invaluable repository for educational material available to those who seek it. Loan privileges are extended to persons interested, not only locally but throughout the country.

The library represents the store of information on educational matters which has been accumulated since 1867. In 1920 there were 175,000 volumes and pamphlets on the shelves, and 2150 loans were made mostly outside of Washington. Bibliographies

⁶ Only the units performing non-administrative work are here considered.

on various subjects are compiled and distributed to interested persons and organizations and a "library information service"¹ is maintained.

The Library thus contributes in no small way to the process of disseminating information.

Exhibits. Exhibits play a more or less subordinate part in the process of disseminating information. Charts, tables, and the like are used to present facts graphically, but the exhibit lends itself better to the promotional activities.

Addresses. Personal contact, conferences, speeches, and addresses at conventions, annual meetings, and the like constitute valuable methods of disseminating information, and with increased liberality of appropriations for travel are assuming new importance. Such visits and addresses, it is true, are used primarily for purposes of stimulation and promotion, but from the Commissioner down, advantage is taken of the opportunity to distribute information both in spoken and printed form.

Correspondence. Letters in reply to inquiries and requests for information form an extremely important part of the dissemination program. Correspondence takes care of the irregular flow of information necessitated by special requests and usually conveys information not available in the printed or regularly distributed material.

This method is expensive, however, as it frequently requires special effort in order to obtain the information requested. Numerous commissioners have complained that inadequate funds for publication have forced the burden of information-dissemination upon the Correspondence Division, whereas were the desired printed documents available the inquirer could quickly and cheaply be referred thereto. There are, of course, a large number of inquiries which can be answered in no other way.

The figures on letters received, quoted on a previous page, are indicative also of the amount of correspondence involved in distributing information, since a large proportion of letters received are those requesting information.

¹ This consists principally of a publication giving public libraries constant information about the organization, activities and publications of the various national departments, bureaus and boards.

The bureau maintains addressograph lists for circulars and correspondence, duplicates resting with the Superintendent of Documents for the sending of printed matter. These lists include: State, city, and county superintendents of schools; universities and colleges; heads of departments of education in universities and colleges; normal schools; public and private secondary schools; secretaries of city boards of education; elementary schools in cities; educational periodicals; newspapers; individuals requesting copies of duplicated material in particular fields; parent-teacher associations; teachers of home economics in higher schools; directors of summer schools; and other⁸ groups.

*Publications.*⁸ The most important phase of the work of distribution is in the publication field. Reports, pamphlets, and printed and mimeographed circulars constitute what might be called the main product of the bureau; certainly a concrete result of its work.

These publications cover a wide range of subjects and are of various types; this in the face of the fact that the establishing act made mention of but one publication: The annual report.

For many years, as has been mentioned, this report constituted the principal means by which the bureau communicated with the educational world. Growing bulk of this volume, and the widening field of new interests, however, compelled the introduction of varied types of publication.

The publications at the present time fall into the following general classes:

1. Regular reports.
2. Bulletins.
3. Circulars and leaflets.
4. Periodicals.
5. Miscellaneous.

Reports. The annual report of the Commissioner of Education now consists of a pamphlet of but thirty-two pages,⁹ and is wholly

⁸ For additional discussion, see Appendix 3.

⁹ In March, 1920, the Secretary of the Interior approved an order that all minor publications of the department and its bureaus be issued without covers in order to save paper. In June a drastic order came from the same source by which it was directed that the amount of printing be at once reduced to a minimum, in order to avoid the suspension of all publication. It was required thereafter that every requisition for printing should

a recital of the activities of the bureau and the year's progress therein.

The report covers the period of the fiscal year and is supplemented in even years by the biennial survey (later discussed), which summarizes and discusses the progress of the more important phases of education in the United States.

The data just mentioned (in the form, however, of brief summaries), until the present year, formed Part I of the annual report. Hence in its present form the report is wholly an administrative document,³⁰ and for the purpose of disseminating educational information is no longer of value.

The table of contents for the 1921 report is here produced as a clear exposition of the types of material reported upon and the space devoted to each:

	PAGE
I. General activities of the bureau.....	5
Organization and functions.....	5
Present personnel of the bureau.....	6
Basis of reorganization	6
Continuing or stated activities	6
Educational research and promotion.....	7
Activities discontinued	7
Statistics	7
Correspondence	8
Library	8
Editorial division	10
Higher education	14
Land-grant colleges	15
Rural schools	16
City school administration	17
Vocational education	19
Home economics	20
Commercial education	21
Home education	22
School hygiene and physical education.....	24
Foreign educational systems	25
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be accompanied by a statement showing clearly the necessity for issuing the publication promptly, and pointing out specifically how the public interests would suffer if the printing of the publication were postponed.—Annual Report of the Commission of Education, 1921, p. 10.

³⁰ The distinction between the annual statement and the annual report, formerly existing, seems to have been eliminated.

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The biennial survey contains the data (minus administrative matter) which were formerly issued in the annual report. The survey is published in two volumes, one containing an interpretative review of the progress of education in the United States and the other containing statistics of education in the United States.

These volumes form the permanent record of educational progress and of pertinent statistical data. The chapters cover the various fields of educational interest and are separately bound and distributed to those working in the lines involved. A few issues of the complete volumes will later be bound largely for libraries.

The above publications, though now separate and distinct, have a common origin in the annual report, and so may be said to be based on the requirement of the law.

Bulletins. The bulletins are also specifically authorized by law, but their origin is comparatively recent (1906).²¹ They are not restricted to the dissemination of current facts regarding education, but include historical matter, discussions of methods and experiments, interpretation of movements, critical material, and administrative reports. The bulletin service is, in fact, the source for "miscellaneous" material distribution in printed form, and includes all matters worthy of presentation in permanent form which are not, broadly speaking, covered by annual report and biennial survey.²²

Nor are the bulletins wholly sporadic in their nature. That is, there are several which appear regularly, such as the Monthly Record of Current Publications, the Educational Directory (annual), and the Work of the Bureau of Education for the Natives of Alaska (annual). For an idea of the variety of subjects included in and the type of these publications, see Appendix 3.

²¹ They were authorized in 1896 (29 Stat. L., 140, 171), but advantage of the act was not taken until ten years later.

²² Exceptions must be noted here. Bulletins on specific lines of interest may subsequently be reproduced, in sense of content, if not *verbatim*, in the biennial survey, or vice versa.

Distribution of bulletins is very largely through the Superintendent of Documents at prices covering the cost of printing.

Circulars and Leaflets. The circulars and leaflets as such have no specific sanction in the law other than the general instruction to the Commissioner to "disseminate information." Restrictions are wholly financial.

These circulars and leaflets follow no set rules as to size, type, method of distribution, or content. They may be either printed or duplicated (mimeographed). They are not restricted wholly to matters of information, but, like the bulletins, include interpretive and critical matter and suggestions. Generally speaking, however, they constitute the method by which the bureau communicates most frequently with the educational public. These publications are brief, usually addressed to a special class of readers, and deal with matters of recent development.

Information which it is desirable to disseminate at once is frequently sent out by mimeographed letters or circulars without waiting for the slower process of printing. This is most frequently done when the information at hand is not complete but sufficiently so to be of value. Such material is usually issued later, in substance at least, in printed form as a circular, leaflet, or bulletin.

A list of circulars and leaflets issued during 1920-21 and expository of subjects and types is included in Appendix 3.

Periodicals. The issuance of periodicals by the bureau was a late development intended to afford a means of furnishing educational information regularly and with reasonable frequency.

Two publications of this class are now issued. The first of these, "School Life," is a monthly magazine devoted to current items of interest in the field of education and to discussions of educational problems both in the United States and abroad. It is issued but ten months in the year. It has a circulation of over 40,000 copies, almost wholly among members of boards of education, superintendents, principals, and teachers, and originally was published by the Committee on Public Information to give teachers and pupils information as to the progress of the war and the more important activities of the government. It was taken over by the Bureau of Education in December, 1918.²²

²² Publication was discontinued as of December 1, 1921 because of the failure of Congress to extend further the time limit on permission for publication of such periodicals. It was revived in 1922.

The other periodical is the "Record of Current Educational Publications," issued at irregular intervals.

Miscellaneous Publications. The miscellaneous publications include lists, discussions, administrative documents, broadsides—in brief, as the name indicates, those issues which cannot be, or are not, otherwise classified. They form a small group in the publication field.

Summary. The collection and dissemination of information applies equally to all phases of educational work and is carried on in connection with the various fields of activity of the bureau.

The information gathered and distributed under these various fields of interest cannot be described in detail because of the wide variations, the same type of thing (excepting always the statistical) not being covered from year to year or month to month. Attention is given to those things which are new, of marked excellence, or extraordinary development. Obviously, such matters may not be regulated and range widely.

For example, the outstanding feature under foreign educational systems one year may concern rural education in Wales. The next year this may have shown no progress and be replaced in interest by facts on classes for subnormal children in Switzerland.

Provision of a Clearing House for Opinion. The collection and dissemination of expert opinion on education comprises the second of the main activities of the bureau. The aim is "to serve as a clearing house for the best opinions on school organization and administration, courses of study, methods of teaching, and many other matters connected with popular education. . . ."²⁴

In theory, at least, this activity differs in no essential way from that of the collection and dissemination of educational information, and in the strictest sense should, with the latter, form a coördi-

²⁴ Annual Report, 1920, p. 99. The full text reads: "to serve as a clearing house for the best opinions on school organization and administration, courses of study, methods of teaching, and many other matters connected with popular education. For each of these subjects there are a few men and women in the United States and elsewhere whose opinions, because of their greater knowledge of the subject, are most valuable. This bureau tries to find for each subject who these persons are and to make lists of expert advisers whom it may consult and to whom it may refer others. It also undertakes, after correspondence and personal conference with these experts, to formulate the consensus of expert opinion. In carrying on this part of its work the bureau's experts attend and participate in congresses and conferences of educators."

nate sub-head of a larger activity; *i. e.*, collection and dissemination. The differentiation which for practical purposes warrants the classification as a separate activity, lies in the kind of material involved; namely, opinions as opposed to facts. Since opinions are involved, more than mere digestion of data is required. Judgment and critical weighing of material is demanded. Hence the justification of considering this work as a distinct and separate activity.

Collection. The methods and process of gathering opinions differ in no essential from those of collecting information. The opinions obtained, may, and in practice do, cover all fields of educational interest, but they do not adhere so strictly to branches of work represented by the organization divisions of the bureau as in the case of the collection of information.

The bureau, through its various divisions, attempts to collect the best opinion available by the following methods:

1. Direct correspondence with individuals (Usually by questionnaires).
2. Study of the most important current publications on education.
3. Special conferences of experts on particular subjects.³⁵

The correspondence, consisting mostly of questionnaires to persons or organizations with whom or which coöperative relations have previously been established, is largely a clerical matter, the attention of the specialists in various fields being unnecessary, once the questionnaire has been composed. Expert attention is necessary, however, in the analysis and digesting of replies, as here the critical faculty backed by personal experience and knowledge comes into play. The latter is true also in the study of the current publications, where, unlike the collection of facts and statistical data, mere mechanical functioning is insufficient.

The work involving the conference of experts is less for the purpose of assembling or obtaining opinion than, in conjunction with such experts, to formulate the consensus of such opinions.

³⁵ These include such subjects as the following: science in secondary schools; home economics in colleges; the better organization of agricultural education in elementary schools, high schools, and colleges; health education; education in trades and industries; school administration; and education in highway engineering and highway transport.

Dissemination. The dissemination of opinion on educational matters involves a narrower range of method than with the distribution of information. Three sources of distribution in general suffice, as against five for information. These three are:

1. Brief bulletins.
2. Addresses.
3. Correspondence.

Description of these methods of distribution is unnecessary since they differ in no essential, save subject matter, from similar means of distributing fact material.

The subjects upon which opinions are asked and expressed vary widely and, of course, follow no predictable line. A new movement will stimulate requests for opinions as to its worth, and after demonstrated failure or general acceptance become inactive so far as such requests go. For a time it may be the Montessori methods or manual training; the next year, junior high schools.

No description of the work of collecting or distributing opinions on educational matters so far as they concern special fields of interest (such as rural schools, civic education, and the like) is attempted, because of the temporary or ephemeral nature of the demand. No statement could have assurance of being true for any reasonable length of time. An indication of type, however, though meagre, may be conveyed by a list of the main fields of interest involving the "opinion activity" in 1919-1920.

These included: the collection of data and production of text books looking toward more nearly adequate instruction in colleges, universities, and technical schools on the subject of highway engineering and highway transportation; forming of policies to guide the development of junior colleges; placing of Americanization work on a scientific basis, including such topics as national participation, creation of state departments of Americanization, state programs, state supervision, place of the board of education in city-wide plans of Americanization, duties of native-born, social, educational, and fraternal organizations in the city-wide plan, the national course in teacher-training, the course in English and the industrial program; the problem of schools in mining towns, including vocational training in mining, education of the miners'

wives and daughters in home-making, grouping of mining schools, the all-year school, and financial support for mining town schools; and the welfare of the village school.

It is obvious from the nature of the matter that the activity concerned with questions of opinion cannot be ordered. The volume of work is variable and dependent wholly upon a demand which is irregular and unpredictable. As a matter of practice, therefore, this line of work is the sporadic and incidental concern of various divisions as the type of inquiry swings in their direction.

Advisory. The advisory activities of the Bureau of Education are assuming a rapidly increasing volume and importance. They are of particular importance because they so definitely place the bureau in a position of responsibility and leadership with regard to educational methods and operation.

It is true that the giving of advice is not accompanied by any power of enforcement; recommendation does not connote execution. Since, however, advisory services are undertaken upon request, it is reasonable to expect that recommendations are generally followed by installation. Such being the case, the advance in influence which this service marks, is interesting.

The purpose of this service is "to advise legislatures, school officers, teachers, and others engaged in promoting and directing education." In accomplishing this the bureau uses the following methods:

Its experts, upon request, address legislatures, meet with legislative committees and commissions, with state, county, and city school boards, with boards of trustees and faculties of normal schools, colleges, and universities, with library commissions, and with other similar bodies. It makes or directs surveys of state, county, and city school systems, and of individual schools or groups of schools, and reports its findings, together with constructive suggestions, to the proper officials.¹⁸

The advisory activity reaps the benefit of the two activities which have previously been discussed, or at least parts of them; namely, the collection of information and the gathering of opinion. The accumulated store of information and expert opinion make possible the giving of soundly considered advice based upon broad experience.

¹⁸ Annual Report, 1920, p. 102.

The Survey. The most important of the advisory methods is the survey, which has been developing steadily for some fifteen years. It is a careful, scientific study of the working of a school or system with an analysis of the facts revealed by the study and a report of findings containing suggestions for improvement. The survey may cover any field of activity, such as administration, plant, or pedagogical methods, any branch of education, such as kindergarten work, home economics, or manual training, and it may include a school, a city system, or an entire county or state within its scope.

The survey is a temporary integration of many bureau activities, such as collection of information, statistics, research, and reporting. It cuts horizontally across the organization and, in the case of more extensive pieces of work, may draw in every technical division of the organization.

No recital of the subjects of survey is possible because of the wide variation of type. Two are seldom alike in scope, or mode of approach. They come as the result of demands or needs, and these, to give a few examples out of many, range through the fields of accounting, pedagogy, plant construction, hygiene, civic education, kindergarten work, vocational guidance, county systems, industrial high schools, continuation schools, and so on.

No better illustration can be given of the scope of survey work than to quote excerpts from the report of the Commissioner of Education for 1920 (pp. 102-4):

In the fiscal year 1919-20, 12 . . . surveys were made. Five of these were detailed and comprehensive. The largest and most difficult was an exhaustive inquiry into the entire public and private school system of the Hawaiian Islands. Members of the survey committee spent four months in the islands examining the conditions and the work of the schools. . . . This study is of special interest because it is the first made of any of the insular possessions of the United States, and because of the problems involved in educating several racial groups that differ widely.

Another study was that made of the entire school system of the city of Memphis, Tenn. The difficulties incident upon establishing and maintaining a school system that could expand to meet adequately the educational needs of a rapidly growing industrial city having a large proportion of negro population were analyzed and constructive programs were submitted to the board of education. . . .

Of equal interest but of an entirely different type is the school system of Winchester, Mass., a well-to-do city suburban to a big city. The bureau made a careful survey of this system. . . .

A complete and careful investigation of a small southern system of city and county schools as represented in the schools of the city of Brunswick and of Glynn County, Ga., was carried to completion. . . .

At the request of the superintendent of a cotton mill at Erlanger, N. C., a detailed study of the mill village and its school was undertaken by the bureau. The survey of the school and village paved the way for the reorganization of the whole school system, based upon a course of study especially prepared for the children who live in the community. . . .

Seven reports were made on some special phase of one or another school system.

A partial survey dealing only with the building and financial needs of the school department of Lexington, Ky., and accompanied by methods and plans designed to assist in a local campaign for increased bond issues was completed.

The examination of the business methods of the board of education of Augusta, Ga., and of the school department of the city and county in which Augusta is situated, was reported in type-written form to the board of education. The report comprised a discussion of the financial situation, together with a series of forms carefully worked out in detail with a simple bookkeeping and accounting system for schools of the type to which Augusta belongs. . . .

Another study was made of adult education in Passaic, N. J. This comprised a first-hand examination of the social and industrial conditions obtaining in a manufacturing city with an unusually high per cent of foreign population, together with an examination of the means and methods employed by the school department of that city in teaching English to adult foreigners. . . .

Surveys limited entirely to the building needs of the school departments were made of the cities of Meriden, Conn., and Gloucester, Mass.

The principle of consolidation as applied to the one-teacher school of a particular township, Mount Joy Township, Pa., was made as a type study.

A report was made, after careful investigation, to the board of education and board of estimates of Baltimore, Md., on the proposition of erecting a modern school building for the children and people of the Locust Point community. The school for this community had been partially destroyed by fire. The section of the city is one made up largely of foreign-born people, 1400 or 1500

of whom are of school age. Recommendations were made for a modern school building erected in a 10-acre park and with ample provision for assembly rooms, laboratories, and shops for the day school and continuation and part-time work, examination and clinic rooms for the use of school and community nurse, reading rooms and rooms for junior high-school work. . . .

In numerous cases the bureau merely directs the survey rather than actually performing the work.

Advice Regarding Legislation. Another important phase of the advisory activity is that concerned with school legislation. This, unlike the survey, is a limited and specific field.²⁷

Through analysis, comparison, and interpretation of school laws, the bureau assists state legislatures in determining what the general legal status of any particular phase of education is and in enacting laws in the light of the best practice and experience. Each year a legislative circular, designed to show the progress and final disposition of proposed school legislation in state legislatures in session, is prepared and distributed to state departments of education and legislative committees. . . .²⁸

Studies are made in order to have adequate information at hand in case advice is asked, and informative bulletins are prepared and issued.

Construction. A third important phase of the advisory service (though like legislation, of limited scope, and strictly speaking of subordinate rank) is that concerning the construction of school plants. The part-time service of a special agent is given to helping school officers in planning plants that will be adequate, sanitary, and hygienic.

Continuous correspondence relating to school buildings is maintained, bulletins on school houses supplied, and architects helped.

Extensive travel is engaged in, and counsel held with school boards and school officers regarding the selection of school sites, building plans, and the problems of school equipment.

²⁷ Though here briefly discussed as a separate activity, it takes rank as a sub-division of a broader activity, much as, in a previous page is noted, for example, the classification of the collection and dissemination of information upon higher education as a sub-division of the broader collection and dissemination service.

²⁸ Annual Report, 1920, p. 104.

The advisory service offers wide opportunities for the building up of the bureau work and prestige. The survey particularly affords unusual opportunity for the collection of valuable, first-hand information, and the very service of giving advice based on facts, expert opinions, and experience, brings with it a prestige that cannot be denied. The service is both informative and promotive and is thus, indirectly at least, provided for by law.

Promotion. The fourth main activity of the bureau is of a rather more constructive nature than the others: The promotion of better educational methods. The objects of the work are:

to promote on its own initiative and to assist education officers and the people of the several states and local communities in promoting what it believes to be necessary and desirable tendencies in education and in the organization of educational agencies, to the end that there may be full and equal opportunity of education for all.¹⁹

The work has direct legal sanction in the act establishing the bureau, which directs that the organization shall diffuse such information as shall "promote the cause of education throughout the country."

Promotional service is carried on by different methods. They include:

1. Conferences.
2. Publications.
3. Correspondence.
4. Addresses at meetings.
5. Consultation with individuals.

Description of these methods is, of course, unnecessary, since the terms are sufficiently explanatory.

The promotional activity, within limitations, lends itself to an ordered program; that is, unlike the giving of opinions and the offering of advice, it does not wait upon request, or broadly speaking, upon special conditions. However, this is not wholly true. Obviously, no promotive work is engaged in unless there is demonstrated need for it in the field of education. Otherwise it would be no more than the propagation of facts.

¹⁹ *Ibid.*, p. 105.

These needs, however, are so numerous that as yet any listing of the phases of promotional work shows a considerable tendency toward heterogeneity. As examples of the type and subject matter, nevertheless, such a listing is of value. The work of promotion, for instance, during the fiscal year 1919-20 was concerned with the following matters:

lengthening the average school term; more adequate salaries for teachers of all grades and kinds; better teacher training, aiding school officials in securing competent teachers; advancing education in agriculture, home economics, trades and industries; adoption of the work-study-play plan for city schools; the increased use of visual instruction; better school plant construction; better health training; increased school revenues; training for citizenship; education in the home; home gardening; the reorganization of schools so as to give six years to the elementary school and six years to the high school, the six high-school years being divided into three years of junior high school and three years of senior high school; the organization of junior colleges to do thoroughly and well the work of the first two college years instead of attempting without sufficient means to do the full four years of college work; the consolidation of rural schools and the building of homes for teachers; . . .²⁰

Of the numerous bureau activities which concern the various divisions of the organization, none perhaps assume quite the importance of promotional work. This is natural from a human, if no other, standpoint. The chief of a division, while concerned with the collection and dissemination of information upon his specialty, the gathering of expert opinion, and the offering of advice, is interested in seeing the spread of the field of his particular specialty.

This is as it should be, and it is mentioned merely as an illustration of the fact that here in the field of promotion, if anywhere, lies the justification of organizational divisions, such as higher education, school hygiene, and so on. The collection and dissemination of information, the digestion of expert opinion, and even (on the basis of the two preceding activities) the advisory service, might conceivably be carried on by organization divisions so titled without reference to, or sub-division into, fields of interest (as, again, civic education, or school administration).

²⁰ *Ibid.*

The promotional work lends itself, or better, almost demands, the wholesomely selfish attitude of the specialist. This being true, we find that, in spite of the more or less heterogenous list of activities outlined above, a steady promotional program adhering in general to organization lines may be discerned.

Typical among these is the general program of "education for education"; that is, the arousing of interest in the problem of illiteracy, so startlingly revealed by the army draft statistics. Promotion of interest in education involves all phases of the bureau work and concerns itself with awakening the public to the need for increased appropriations for schools, connoting the seeking of new sources of revenue and new fields and systems of taxation; the recruiting and adequate training of more and better teachers, and the like.

This, to repeat, is work for the bureau as a whole. Other lines, which involve more specific fields of work following the organization plan, include promotion of commercial education, industrial education and home economics, rural education, education in the home, and child health.

The promotional methods, regardless of specialty, however, are the same; namely, conference, publication, correspondence, public addresses, and consultations.

It is obvious from the above paragraphs that the promotional work is a logical corollary or outgrowth of the activities preceding it; that is, the collection of facts, the gathering of expert opinion, and the giving of advice. These form a sound basis for the promotion of better educational methods.

In brief, the promotional work involves all types of educational specialties and the services of all technical divisions of the work. It offers perhaps an even stronger opportunity for leadership and prestige than the advisory work.

Research. The fifth and last of the non-administrative activities of the Bureau of Education is that of research work, which is organized "to determine standards of measurement in education and to conduct and direct experiments in education, to the end that we may finally have a larger body of definite scientific knowledge about education and educational processes and methods."²¹

²¹ *Ibid.*, 1920, pp. 119-20.

Because of the recent organization of such work and the lack of any specific appropriation therefor, no record of accomplishment is possible.

As originally arranged, the research work was made possible by coöperative agreements. In September, 1919, the Commissioner consummated a plan establishing research stations which utilized, for the national good, the special resources and facilities placed at the disposal of the bureau by the coöperating institutions. The plan in detail as announced at the beginning was:

1. Selection by the Commissioner of Education of a number of educational institutions to be invited to participate.
2. Acceptance by president and board of trustees of the terms and conditions outlined.
3. Recommendation by the president of the institution of one or more representatives to serve as special collaborators of the Bureau of Education, at the nominal salary of \$1 per year each.
4. Appointment of special collaborators, by the Secretary of the Interior, upon recommendation of the Commissioner of Education. Of the special collaborators forming the staff of each research station, one will be informally designated "director" by the Commissioner of Education.
5. Acceptance by appointees of appointments as special collaborators, who will then take the oath of office and file papers furnished by the Commissioner of Education.
6. Approval of definite projects and procedure by the Commissioner of Education, after correspondence with the director of each research station.
7. Consideration by the Commissioner of Education of reports made by the several research stations, and publication of those found to be available.
8. Due credit will be given to stations and individuals for direction of projects and authorship of reports.²²

Stations were at once established at the following universities or colleges: California, Cornell, Illinois, Iowa, Kansas, Michigan, Minnesota, Mississippi, Missouri, North Carolina, Texas, Utah, Virginia, Washington, Wisconsin, and Oregon Agricultural College. The coöperative plan and "research stations" were, however, abandoned in 1921.

²² *Ibid.*, p. 120.

The methods of work are those in common with all research work: intensive study of the problem, meticulous observation and collection of facts, laboratory experiments to test hypotheses, analysis of results, and formulation of conclusions.

The subjects of study are diverse. They included in 1920, for example, the following:

- Common knowledge of health matters.
- The drama in colleges.
- Student loan funds.
- Democratic elements now existing in American education.
- Student self-government.
- Educational tests.
- The use of motion pictures in the schools.
- Education of girls and women.

It is patent that this activity does not follow organization lines. The results of research, however, once it is adequately under way, may well affect materially the organization and the other activities of the bureau.

The five main non-administrative activities have been a natural growth out of the original work of the collection and dissemination of information. They illustrate clearly the trend in policy of the institution away from the historical and biographical toward the more immediate and utilitarian; away from the static functioning as a repository and clearing house to the more dynamic work of promotion and opinion. The activities exceed the functions and do not follow organization lines.

Administrative Activities. The administrative activities of the Bureau of Education, with minor exceptions, are not organic to the functions of the Bureau. These activities consist of:

1. Approving the allotment to and disbursement of the funds for "land-grant colleges."
2. Education of the natives of Alaska.
3. Providing means of support for the natives of Alaska.
4. Furnishing of medical relief for the natives of Alaska.

The last two are developments arising out of needs demonstrated in the work of educating the natives and were originally integral parts of such work.

Land-Grant Colleges. The bureau is charged with certain duties concerned with funds and conduct of work in the land-grant colleges. These duties include the work of audit, inspection, report, and approval.

As has been noted previously, certain lands were granted to the states under the first Morrill Act, and permission given to sell these lands. The income from the proceeds²³ of sales was to be devoted to the "endowment, support and maintenance of at least one college where the leading object shall be . . . to teach such branches of learning as are related to agriculture and mechanic arts." The sum thus available to the states was augmented (26 Stat. L., 417, 419) in 1890,²⁴ by an appropriation out of the United States Treasury of \$15,000 per annum for each state, increasing each year \$1000 until the amount reached \$25,000. This later (March 4, 1907)²⁵ was increased by \$5000 annual increments to \$50,000 a year, where it now stands. There was thus slightly over \$1,000,000 in 1920 being disbursed directly by the states for their own "land-grant" colleges and \$2,500,000 by the United States to such states for such colleges over which funds the Bureau of Education had supervision.

The bureau is required to see that the interest income (\$1,009,225) from the first fund amounts at least to 5 per cent per annum and that it is expended according to the requirements of the first Morrill Act.²⁶ This involves the inspection of records of accomplishment in each college. No special appropriation is made for the work. It is performed by the bureau under the specialist in land-grant college statistics.

The bureau must also prepare reports annually based upon the information received from the land-grant colleges. This informa-

²³ The principal remained inviolate by requirement of law with certain exceptions (22 Stat. L., 504).

²⁴ The second Morrill Act. More rigid restrictions as to application of funds were here made.

²⁵ "Nelson Amendment" to the second Morrill Act (34 Stat. L., 1281).

²⁶ The capital sum may never be diminished or if lost must be replaced; the annual interest must be applied regularly without diminution to the purposes indicated, except that a maximum of 10 per cent may be set aside for sites for agricultural experiment stations; no portion may be applied to the purchase, erection, preservation, or repair of any building.

tion is concerned with enrollment, purposes for which funds are used, proof that there has not been race discrimination within the meaning of the law, adequacy of curriculum and teaching, and other pertinent facts.

It was to supervise the gathering and digestion of such data that a specialist in land-grant college statistics²⁷ was appointed in 1895.

After such inspections and audits the Commissioner of Education (providing, of course, requirements have been met) informs the Secretary of the Interior that the money (under the first Morrill Act) may be expended according to law. The Secretary of the Interior reports to the President of the Senate and the Speaker of the House, the facts which are pertinent to the continuation of the funds under the Morrill Acts and the Nelson Amendment. This information constitutes the basis upon which Congress continues the appropriation.

The Secretary of the Interior, upon report from the Commissioner of Education indicating such action, may withhold payment of funds under the acts mentioned.

Alaskan Education. The education of the natives of Alaska²⁸ is the oldest and most onerous of the administrative duties of the Bureau of Education. It forms the parent activity from which later sprang the separate programs of medical relief and support of the natives.

To perform this duty of educating the natives²⁹ sixty-seven schools are maintained, widely scattered throughout the territory. Six superintendents and 133 teachers are employed. The following list of schools with average daily attendance and enrollment is indicative of the size of the school system.³⁰

²⁷ The original appointment provided merely for a clerk. He later became known under the title mentioned.

²⁸ The education of white or "civilized" children is entirely under the control of the Territorial Board of Education.

²⁹ Adults as well as children may attend school. Evening classes usually draw the former.

³⁰ Figures for 1917-18.

Name	Average atten- dance	Enroll- ment	Name	Average atten- dance	Enroll- ment
Akiak	43	60	Mountain Village ..	21	38
Akhiok	40	54	Noatak	35	53
Akulurak	52	62	Nome	17	38
Atka	18	30	Noorvik	115	182
Barrow	64	72	Nulato	24	41
Bethel	42	61	Pilot Station	22	29
Buckland	17	21	Port Moller	7	11
Chignik	23	31	Quinhagak	41	45
Chogiung	48	58	Rampart	22	27
Circle ..	13	20	Russian Mission ...	28	37
Copper Center	8	23	Selawik	40	60
Diomede	16	23	St. Michael .	30	57
Douglas ..	18	60	Shageluk	24	40
Eagle	10	32	Shaktoolik	20	28
Elim	50	62	Shishmaref	40	47
Ft. Yukon	36	64	Shungnak	31	49
Gambell	60	70	Sinuk	20	34
Goodnews Bay ...	17	37	Sitka	23	74
Haines	23	43	Soloman	16	35
Hamilton ...	21	35	Susitna	17	38
Holy Cross	95	96	Tanana	4	17
Hoonah	26	87	Tatitlek	57	62
Hooper Bay	39	48	Teller	26	34
Hydaburg ..	55	107	Togiak	17	29
Igloo	25	33	Tyonek	21	37
Iliamna	11	28	Ugashik	16	32
Juneau	28	62	Unalakleet	46	71
Kake	17	118	Unalaska	61	74
Killisnoo	20	76	Wainwright	40	52
Kivalina	31	55	Wales	70	90
Klawock	52	84	White Mountain ...	51	77
Klukwan	27	34	Wrangell	13	29
Kotzebue	39	50	Yakutat	10	36
Kulukak	33	38			
Louden	8	10	Total .	2,259	3,635
Metlakatla	102	188			

Of late years there has been little change in the number of children taught, the enrollment having decreased if anything due largely to the influenza epidemic of 1918-19.

The administration of the native schools, of course, involves great difficulties, because of the physical obstacles such as the enormous distances between schools, meagre means of communication and the severity of the climate.

On the pedagogical side also, unusual conditions are encountered. The children must be taught English; they receive little or no

home help or encouragement; and the necessities of the home cause irregular or curtailed school attendance.

No better conception of the work done and the instruction offered can be obtained than through the following quotations from a typical teacher's report:

In the Schoolroom. School opened in September, as usual, and the school work was continued along the same lines as last year. Special mention might be made of the drills in diacritical markings and phonetics. They were found to be a great help in overcoming the tendency to confuse p with b and similar errors of pronunciation common among the Eskimos. All classes above the first were sent to the board frequently and given a list of words to mark. They then exchanged places and corrected one another's work.

Another helpful exercise was to require each one to find 10 words with each marking of a designated vowel. They would invariably begin to look through the entire dictionary for 10 of one particular marking first, passing by any number of the other required markings until its turn came. This same singleness of purpose and inability to concentrate on more than one object at a time is shown by the reindeer men in lassoing. It seems impossible to teach them that when they start out to lasso four sled deer it makes no difference in what order they are caught. They start after a certain deer and one of the others can literally run over them without one making an attempt to catch it.

During the mathematics period a good deal of work was given in connection with the native store; use of the scales was taught, bills were made out, and practical problems given. The reindeer apprentices and older boys worked reindeer problems and were taught to make out the annual statistical report. They learned the latter so well that the No. 2 Herd Report was made out without a single error by one of the apprentices at the herd this spring.

Industrial Work. Two days a week were devoted to industrial work, besides a period each of the other three spent in drawing or painting. We found this plan of taking two entire days much more satisfactory than half of each, particularly in the classes in cooking, sewing, and woodwork. The kindergarten classes were an exception to this, having both lessons and busy work during each session daily. At least one baking of yeast bread was made each Tuesday and Thursday, often two or three, the pupils bringing their own flour or that of some other family who wished bread made. We furnished the dried potatoes and other ingredients for the yeast as an inducement to them to make yeast bread, baking powder biscuits, and a sort of unsweetened doughnut fried in seal oil being the popular forms of bread here.

Besides bread, rolls, biscuits, dumplings, cookies, doughnuts, cinnamon rolls, and several kinds of candy were made frequently by the class. Instruction was also given in the preparation of dried fruits, beans, split peas, rice, macaroni, and other staple foods.

Ten aprons, 19 dresses, 15 boy's shirts, 4 baby's dresses, 3 baby's skirts, 4 bibs, 6 rompers, 22 snow shirts, with fancy trimming, and 8 pairs of curtains were made by the older members of the sewing class, while the little girls pieced patches for a quilt, hemmed handkerchiefs and tea towels, made themselves work bags, and learned feather stitching and crocheting. A special effort was made to teach the women and girls to finish their snow shirts neatly and make them to fit the artige over which they were to be worn. All of the boys did some simple sewing, darned socks, and knit mittens, some of them even making themselves shirts. Twenty-one pairs of gloves and mittens, a child's sweater, three pairs of wristlets, and three pairs of child's stockings were knit, and a belt and a number of edgings crocheted. Two mattresses, filled with reindeer hair, were made, and a large cloth doll was stuffed with hair and dressed in native style.

The class in woodwork was particularly instructed in the proper use of the various tools, and repeated one piece of work over and over until they could do it neatly. They made themselves boxes with lids, put handles on knives, built ventilators and a Christmas tree, designed a variety of good, original patterns, which they worked out in table mats; and, besides working on a number of personal effects, did the necessary repair work about the schoolhouse and grounds. We were barred from other woodwork by lack of material.

The schoolroom was used as a workshop by village men outside of school hours almost every day, sleds, stoves, stovepipe, spears, knives, etc., being made. There was a great demand at first for hammers and hatchets, and I was interested in seeing the use to which they were put. The hammer head was cut V-shaped, the head of the ax was cut off across the top of the hole for the handle, and the hammer head fitted into this and riveted, thus making a small adze, which is the native's favorite tool and is used in all kinds of work.²¹

The curriculum varies as local conditions demand, but in general the subjects taught include English, the elements of arithmetic, and such vocational or manual work as fish-catching and curing, handling of wooden boats, tanning and preparing skins, coal mining, elements of agriculture, cooking, sewing, and carpentry.

²¹ Bureau of Education, Bulletin, 1919, No. 40, pp. 35-36.

Personal and home hygiene and sanitation are matters requiring the continual attention of the teacher. Toothbrush drills are given in the school, and children who appear at school unclean are sent home. Visits to native homes are made frequently, and unexpectedly by teachers. This acts as a sort of external pressure for cleanliness, since the parents do not like to have the teacher observe a dirty or carelessly kept house. Competition is stimulated in the field of home neatness and sanitation by the offer of prizes for the best kept home.

The teachers are charged also with supervision of the reindeer service, elsewhere discussed.

The school is the center of all activities in the native village. It is in the best sense a "community center," and the teacher becomes a superior example of what is commonly termed the "social worker."

Each teacher receives instruction in "first-aid" work, and is competent to administer medical and minor surgical treatment in the less serious cases. This is a routine duty. Teachers also act as foci of information for inquiries from all sources and as agents of the census.

By request, teachers along the Arctic coast secure information on tides and currents for the Coast and Geodetic Survey. The Secretary of the Interior may recommend to the Attorney General the appointment of teachers as peace officers.

The teachers also organize and supervise various local movements requiring initiative and coöperation on the part of the natives.²² One of the most notable of these is the village council, which not only is valuable in an object lesson to the natives in self-government but actually regulates local affairs in an efficient manner. A typical illustration follows:

Village Council. A reorganization meeting of the Noatak native council was held early in November by the village electorate. Seven men were chosen to conduct and adjust native affairs, differences, and disputes; and again we affirm that a native village without a governing council is not progressive. These men met at stated periods and listened carefully to suggestions, and then did not hesitate to put measures of improvement into operation.

²² This does not refer to the coöperative profit-making enterprises.

All dogs were chained, even half-grown puppies, which have been known to gnaw sled lashings and otherwise damage property. Worthless, stray, and stunted, inferior sled dogs were destroyed. Old people were urged to make wills to avoid disagreements among their relatives after their deaths. Younger men were sent into timberland to secure fuel logs for old women and for families whose adult members were on the trapping grounds. After a fire had destroyed one village home, the council made periodic examinations of each and every flue and chimney, with the result that no other fires occurred.³³

School Republics are also organized, and children elected bi-weekly to the position of fireman, janitor, bell-ringer, primary monitor, and the like.

The teachers' duties include the settlement of disputes, advice and counsel, and the stimulation of all endeavors and ideas looking toward the improvement of native life.

It is obvious from the foregoing that the selection of teachers involves rigid investigation. The requirements are severe, activities ranging or having ranged from the fighting of the liquor traffic to the sale of Liberty Bonds.

Because of the varied nature of the work with both men and women, and boys and girls, married persons are preferred for the service. The moral standard must be rigid, while physical stamina and good health are requisite. The candidate must be able to teach formal "book subjects," be versed in the practical matters which the vocational program entails, possess ability to get on with and command the respect of the natives, and above all display the courage to meet and the resourcefulness to cope with all manner of emergencies.

The education of the natives of Alaska, it is obvious, has no parallel in the teaching of white children in the public school systems of any of our states. It is far broader. Formal instruction and the use of textbooks is at a minimum. The program is in reality that of practical instruction in the conduct of life in civilized society. The teaching is applied.

To establish any line of demarcation, therefore, between "education" and other activities looking toward the improvement of conditions of life for the natives becomes difficult.³⁴ In two cases,

³³ Bureau of Education, Bulletin, 1919, No. 40, pp. 41-42.

³⁴ Teachers also act as wireless operators in some localities, and conduct experiments with the raising of vegetables.

however, the volume of work and the expense involved finally assumed such proportions that separate funds were appropriated for the activities. These were the reindeer industry and the work of medical relief.

Reindeer Industry. The reindeer industry in Alaska is part of the larger activity involving the support of the natives. It is the older branch of this activity, and has been carried on for over thirty years. It involves the herding and breeding of reindeer with the object of providing subsistence, clothing, and a degree of economic independence for the natives.

Herders are developed by the apprenticeship method.³⁵ Originally Lapps were brought in for instructional purposes, their long experience in the herding field fitting them admirably for the work. In payment they were given herds of deer.³⁶ The Alaskan natives now are competent to serve as instructors under general supervision of the officers of the reindeer service.

The Bureau of Education, therefore, is responsible for the training of herders and the furnishing of aid, advice, and stimulation to the native owners. This responsibility rests on the shoulders of the teachers of the native schools, under supervision and control of the district superintendents. In addition to the multifarious activities previously outlined, the teacher must concern himself with the problem of locating and observing the availability of reindeer moss, proper breeding methods, the care of fawns, hoof and joint diseases, the avoidance of excessive in-breeding, and the prevention of "selling out" on the part of the natives.

The sale of female deer for any purpose, without government consent, is prohibited. This does not apply, however, to Lapps or

³⁵ The industry is now firmly established, the widespread distribution of the deer being the result of a system of apprenticeship, whereby the most likely natives are taken on as apprentices by the herders for four years, receiving during that time 6, 8, 10 and 10 deer for the first, second, third, and fourth years, respectively. If at the end of the fourth year the apprentice has served satisfactorily, he becomes a herder, assuming charge of his deer. He, in turn, is required by the rules and regulations to take on apprentices in the same manner that he served as apprentice. The perpetual distribution among the natives is thereby assured.—Bureau of Education Bulletin, 1919, No. 40, p. 71.

³⁶ No restrictions were placed on the sale of these deer, male or female, and from this source the white men have obtained the deer they now possess in considerable numbers.

white men. In the early stages of the enterprise deer were turned over to the missions by the government for distribution to the natives.²⁷

The industry has amply justified itself in every way. It insures the native against starvation and lack of clothing and offers him a road to self-support. Importation of deer ceased many years ago (1902), and the increase from the approximately 4800 deer of that time to the present estimated 216,000 is due almost wholly to the industry of the natives under supervision of the agents of the Bureau of Education. This is the net increase, as thousands have been killed,²⁸ sold, or have died of old age and disease.

The deer provide one of the most dependable and efficient means of transportation in Alaska, many experienced travelers maintaining that they are in every way superior to the dog in sledge service. However that may be, the reindeer are extensively used in connection with the herds as beasts of burden and are especially commended by officials of the Bureau of Education who must travel over long and difficult routes.

The deer are slaughtered for food, this being the original reason for importation. As the years passed the supply of deer began to exceed the local demand for food, and outlets for the surplus were sought. At present reindeer meat is sent by a private corporation to the United States and sold as far east as the Atlantic Coast.

The price which the native can obtain by direct local sale is higher than that obtainable in other ways, but the demand is neither sufficiently steady nor voluminous enough to attract him. He cannot do business directly in the United States because of his lack of capital, scattered herds, and isolated locations. Hence the appearance of the white "middle man."

The reindeer hides provide clothing, and there are numerous uses for horns and other parts of the carcass. As herds increase,

²⁷ Missions at Golovin and Teller, however, sold such deer to white men. The Department of the Interior claimed, in the Teller case at least, that this was a violation of contract and asked the Department of Justice to restrain this practice. Suit was instituted but the case was dismissed on demurrer, November, 1921.

²⁸ Killing of the deer is not necessary to provide food, as the female gives a thick milk which (diluted) may be drunk or made into butter and cheese.

however, and the natives adopt the habits of civilized life and assume some degree of economic independence, less direct dependence is placed upon the deer. That is, the tendency is to breed and sell²⁰ the surplus males for cash rather than to go through the process of slaughtering, meat dressing, hide curing, garment making, and so on.

The herder thus begins to purchase cloth garments, canned vegetables, and food which he has hitherto been unable to obtain. The result is the building up of profit-making industries in Alaska other than the breeding of reindeer.

Important factors in the promotion of the reindeer industry are the annual fairs held at various places. They constitute clearing houses for the exchange of information and the stimulation of new ideas in the breeding and care of deer. Excerpts from various reports will give an idea of the atmosphere, activities, and results of such fairs:

There is considerable similarity in all the fairs, yet each proves more interesting than the one before it. The way the Eskimos have taken hold, especially the head herders, is a continual revelation to all of us.

The Noatak fair grounds were located along a little creek bed in the foothills. Thick spruce timber surrounded the tents. The racing course was located on a small plateau, from which there was a splendid lookout over the entire course.

. . . we drove out to the grounds . . . the race course, . . . was outlined by neatly trimmed stakes, set at intervals of 200 yards; from the top of each stake fluttered a red, white, and blue pennant, the work of the sewing class of the school. . . . On the plateau was a tent over which floated a large American flag, also a "reindeer flag," the pride of the Noatak herders. This flag had a red reindeer on a white field with a blue border; this flag was about 10 feet square. . . .

. . . A large WELCOME sign was posted high on a tree whose branches had been trimmed. A blue and gilt pennant of large size, with NOATAK in big letters, with trees on each side (the Noatak symbol), floated over the main tent. Between two trees was hung another big reindeer flag, and on the most conspicuous tree floated the largest American flag that could be procured. The Eskimo delegates lived in the big tent, and visitors camped in their

²⁰ While the law says nothing about the sale of surplus male deer the restrictions in practice are set up by the local teachers or district superintendent. No deer are disposed of without such official approval.

own tents all around. The Eskimo delegates had their mess and the white delegates had theirs. The cooking class of the Noatak school cooked and served our meals and were awarded the blue ribbon as cooks. . . .

At both fairs this year we organized the Reindeer Men's Association on an experimental basis. Each station is to organize a local club. Their rules for admission are . . . very strict. . . . At the fair every two years . . . each local club will send its delegates to . . . the district meeting. At this district meeting the local clubs, through their delegates . . . elect a board of head herders to supervise their work for the two years. . . .

Each member of a local club is to pay annual dues of \$2.50. Of this the local club is to keep \$1 toward local affairs (erection of a club house, etc.) and 50 cents is to be sent to the treasurer of the district, for district expenses, including aluminum ear markers for the deer belonging to the association. The dollar that remains is to be sent to the *Eskimo* for each member's subscription. . . .

Each member also has to pay an initiation fee, in female deer, to the association. In this way the association, in several years, will have a large herd to draw from and should be able to raise quite a fund for its work. Having deer in each herd belonging to the association will make it easy for the Eskimos to make transfers to each other, over long distances, as a man can turn over a deer to the association at one herd, and the man he is doing business with can take a deer at the other herd.⁴⁰

These fairs, or gatherings, are sponsored by and conducted under the supervision of the teachers and district superintendents.

Other Coöperative Enterprises. The gradual improvement of the economic status of the natives, a degree of education, and the increased demands that go with the approach to civilized life have combined to make possible profitable coöperative enterprises of various sorts.⁴¹ These enterprises have usually consisted of "general" stores conducting the retail business of the community in supplies and food.

The plan involves the incorporation of a local company and the sale of stock to the residents of the community, the individual subscriptions and the total amounts being small. Goods are purchased in quantity and sold at a small profit. The profits are

⁴⁰ Bureau of Education, Bulletin, 1919, No. 40, pp. 15-17.

⁴¹ Of course, accompanying these causes are the necessities of demand, availability of stock and supplies, and contact and communication with other districts.

utilized at first largely to increase capital. Later, dividends are declared on stock. Dividends are also declared on cash purchases under the usual coöperative, or profit-sharing plan.

The type of enterprise and general results of the work are well visualized in the table on the following page.

These enterprises are supervised by the district superintendents and teachers of the Alaskan native schools. An idea of the local application and results of the work may be gained from the following:

The Tyonek Native Coöperative Store is an evidence of the improved economic conditions at this village. This enterprise was started on but \$950 capital stock, \$950 loaned the store by the teacher, and on credit. Five hundred pairs of first-quality snow shoes were made by the natives and sold in Anchorage for \$3.15 per pair. A net profit of \$397.14 was made the first year, from sales amounting to \$3,740.05. This spring \$1,100 more was subscribed by the natives to the capital stock of the store.⁴²

Last year the Wales Cooperative Store was started with a small stock. Former stores failed because they were not managed right. Many meetings were held in order to explain the main object of starting a store as follows: First, there has always been shortage of flour, sugar, and other articles of food; second, much time has been lost by going to Teller, Nome, and other places to buy a sack of flour, sugar, or other articles; often from 7 to 10 days of good hunting. The time would have been saved for hunting if such food could be bought from the local store. Third, the store would be a great help for the village as well as to the stockholders by handling furs, sealskins, mukluks, and everything that the store can sell for cash.

The old mission building was repaired at the expense of the store. The building was raised and a new foundation built; new roofing paper put on one side, windows repaired; outside was painted and the signs were printed in front; a partition was put inside and painted. One side was used as a storeroom for the mission. Also a counter and shelves were made. The store has been successful for the first year.⁴³

Arrangements are also made on other bases looking toward coöperative business. Fish-trapping concessions for a district are let to private firms on a fixed fee basis. This money is applied toward

⁴² Bureau of Education, Bulletin, 1919, No. 40, p. 26.

⁴³ *Ibid.*, p. 51.

FINANCIAL SUMMARY OF NATIVE STORE COMPANIES OF ALASKA *

	Date of organization	Paid in capital first year	Stockholders	Present paid in capital	Total net gain	Total cash dividends on stock	Total cash dividends on cash purchase	Balance left in surplus	Total capital, including stock dividends
Hydaburg Trading Company, Hydaburg.....	Dec. 1, 1911	\$4,020	172	\$12,593	\$29,525	\$9,559	\$8,461	657	\$19,578
Klukwan Mercantile Company, Klukwan via Holmes.....	.....1912	1,710	31	2,980	^b 3,000	2,159	^c 841	^d	2,980
Klawock Commercial Company, Klawock.....	Jan. 1, 1913	4,370	93	8,538	11,379	5,614	5,362	403	12,790
Atka Island Native Store, Atka via Unalaska.....	Sept. 1, 1913	"	"	"	3,358	.....	3,000	358	3,000
Metlakatla Commercial Co., Metlakatla	May 1, 1916	2,295	156	19,817	13,721	5,208	4,188	2,209	21,140
Wainwright Native Store, Wainwright.....	May 1, 1916	1,380	.....	1,575	2,329	141	.....	2,188	1,575
Tyonek Native Co-operative Store Co., Tyonek via Anchorage	Mar. 2, 1917	950	.....	950	397	.....	.....	397	950
Eskimo Bldg. & Loan Asso., St. Lawrence Island.....	.....	.....	.....	.....	.....	.....	.....	.....	^e

* As of 1918-19.

^b Excludes previous year's loss.^c Estimated.^d Deficit of \$548.15 from previous year's losses.^e Store started entirely on credit, the capital to be created by the profits of the store and to be given to the native patrons in proportion to their patronage.^f Statement June 1, 1918, gives net worth \$7,865.28. No accounts payable. Complete stock of merchandise for 1918-19. Cash reserve of \$5,179.47 as of Dec. 5, 1918.

the purchase of the private enterprise so that it may ultimately be turned over to local control and operation. The enterprises include canneries, stores, and sawmills.⁴⁴

Another service to the natives recently inaugurated is outlined herewith:

Formerly it was possible for the Eskimos on the shores of Bering Sea and the Arctic Ocean and in other remote regions of Alaska to dispose of their valuable furs, ivory, and whalebone only to the local traders, with the result that the natives usually received low prices for their commodities and were constantly in debt to the local traders. Availing themselves of the parcel-post service and of the increased opportunities to send freight, many Eskimos who have been educated in the schools now forward packages of fox, lynx, and mink skins, and ivory and whalebone to the office of the Alaska Division in Seattle, which, through the Seattle Fur Sales Agency, sells the furs at public auction, in accordance with the rules governing such sales, with the result that many natives are now receiving full value for their goods. The proceeds of all sales are sent to the individual natives, applied to the settlement of their accounts with the Seattle merchants, or placed to their credit in savings banks, as requested, and detailed account is kept of all transactions. The vessel which makes the annual delivery of supplies to settlements along the Arctic coast of Alaska carries many tons of food supplies, packages of clothing, household goods, and building materials, purchased with the proceeds of the sale of furs and other commodities sent out by the natives during the previous summer. All transactions in connection with these sales, purchases, and shipments were originally carried on under the general

⁴⁴ The following statement of returns to the natives of Metlakatla from the Annette Island Packing Company for 1918 is typical of these local cooperative and income-producing enterprises:

Erection of cannery buildings:		
Labor	\$2,755.56	
Piling	619.81	
To Metlakatla Commercial Company:		
For Lumber	9,031.62	
For Miscellaneous	49.00	
Total		\$12,455.99
Operation of cannery:		
Fish royalties	\$11,966.69	
Labor	1,869.19	
Trap fees	500.00	
Purse seiners (196,012 fish)	12,023.25	
To Metlakatla Commercial Company:		
For labor contract	29,909.08	
For miscellaneous	1,528.35	
Total		57,796.56
GRAND TOTAL		\$70,252.55

oversight of the chief of the Alaska division of the Bureau of Education, acting as a private individual. This philanthropic action, inaugurated as an emergency measure, has received official sanction by the Department of the Interior and has been made part of the official duties of the chief of the Alaska division, who is under bond for faithful performance of the same.⁴⁵

Medical Relief. The medical relief of the natives of Alaska formerly lay (except for missionaries) solely with the school teachers of the territory. It was originally a part of the work in the relief of destitution.

The burdens of such work increased rapidly until they demanded not only a great proportion of the teachers' time and skill beyond their range but also such a large amount of the funds appropriated for educational work that the latter suffered severely. In 1916 we find, therefore, the first separate appropriation for the medical relief of the natives of Alaska. As a result there are at present five hospitals (Juneau, Kakanak, Akiak, Nulato, and Noorvik) in operation. These are conducted along the same lines as the public or charity hospitals of the United States.

The hospital at Juneau receives native girls for theoretical and practical training as nurses. All hospitals may accept patients who are not indigent and receive such pay for care as may be prescribed by the Secretary of the Interior.

In a few communities the natives contribute to the support of the medical work, and in one case they have paid the salary of a physician and started a fund for the erection of a hospital. In other districts where funds are insufficient to enable the bureau to assume the entire expense of the medical care of the natives church missions have taken over entire responsibility for and borne the expense of such work.

These hospitals serve only the more thickly populated districts and leave vast areas (however thinly settled) unserved. The teachers, locally in touch with natives, still remain the "outposts" of the medical and surgical relief work and attend to all minor and many major ailments.

⁴⁵ The Work of the Bureau of Education for the natives of Alaska. Typed MS. p. 10. Furnished by courtesy of Dr. William Hamilton, Alaska Division.

Tuberculosis, venereal diseases, and such epidemics as influenza demand hospital service, physicians, and trained nursing service, as do the major surgical operations.

Work in the prevention of disease, community sanitation, and hygiene is carried on in connection with the Public Health Service, with the teachers as the active local agents under the district superintendents. These duties involve continual watchfulness and inspection of villages, the stimulation of village pride, and the offering of prizes, in order to combat the natural indolence and carelessness of the natives. Personal and home hygiene are more directly taught and cared for in connection with the schools.

CHAPTER III

ORGANIZATION

The Commissioner. The Commissioner of Education is the executive and technical, or scientific, head of the Bureau of Education. While responsible, and reporting officially, to the Secretary of the Interior, he is appointed by the President of the United States with the advice and consent of the Senate for an indefinite term, and holds office at the pleasure of the President.¹

Duties. The Commissioner is charged with carrying out all of the duties which are imposed upon the Bureau of Education, with power to delegate authority. His work involves the supervision of administrative and technical matters in the home office (Washington) and extensive traveling throughout the country, during which he exercises general oversight of work in the field.

The burden of work requiring travel (excepting Alaskan matters) is that of addressing conventions and other gatherings, visiting institutions of learning, attending conferences and meetings, and conferring with educational officers in various parts of the country. The Commissioner is looked to for inspirational leadership in the field of education throughout the United States.

Powers. The law originally establishing the Department of Education provided, in addition to the Commissioner, one chief clerk and two other clerks, "which said clerks shall be subject to the appointing and removing power of the Commissioner of Education." Power to appoint to other positions came automatically in subsequent specific salary and other expense appropriations.

Bureau Organization. For administrative convenience the activities of the bureau have been classified under two main heads:

1. Research and Promotion.
2. "Continuing" or "Stated."

¹ In addition to his duties as head of the Bureau of Education he is a member ex-officio of the Federal Board for Vocational Education, and of the Board of Maternity and Infant Hygiene.

Research and Promotion. The research and promotional activities include only those concerned with the prime functions of the bureau, though not all such functions are so included. The divisions set up under this major branch of work are:

1. Higher Education.
2. Rural Schools.
3. City Schools.
4. Service.

Research and promotional activities are directly under the supervision of the Assistant to the Commissioner² who in turn reports directly to the commissioner.

Higher Education Division. The Higher Education Division is concerned with the promotion of better methods in the field of university, college, technical school, and normal school teaching and administration, and research in the same field.³ The division is under the direction of a specialist in higher education.⁴

Rural Schools Division. The work of research and promotion in the field of rural education (primary and secondary) is under the control of the Rural Schools Division, which is headed by a Specialist in Rural Education.

City Schools Division. The City Schools Division supervises the research and promotion program as it concerns city school systems (primary and secondary), including industrial and economic relations and kindergarten matters. The division is conducted by a Specialist in City School Systems.

²There is no organic law or specific appropriation provision for this office. The incumbent is the specialist in industrial education, who is paid as such but performs both duties.

³Research and promotion in this and other divisions include survey work.

⁴The specialist in charge of land-grant college statistics, who is in this division, in addition to his duties in the research and promotion field supervises the work of approving disbursement of funds for the colleges of agricultural and mechanic arts. Thus an administrative duty is added to the division, making it in this respect different from the other research and promotion divisions. Strictly speaking, this latter work belongs under the "continuing" or "stated" activities.

Service Division. The Service Division, unlike those previously mentioned, is composed of five sub-divisions termed sections. These are:

1. Industrial Education and Home Economics.
2. Commercial Education.
3. Health Education.
4. Educational Legislation.
5. Foreign Education.

The functions of the division, therefore, become the sum total of its component parts, the sections (with the exception of foreign education) namely, research and promotion in the fields of industrial education, home economics, commercial education, health education, and educational legislation. The division as a whole is supervised by the Chief of the Service Division.*

As the name indicates the Industrial Education and Home Economics Section is concerned with research and promotion in the fields of industrial education and home economics. The section is headed by a Specialist in Industrial Education.†

Research and promotion in the field of business or commercial training in all its branches (elementary, secondary, and higher) is included under the Commercial Education Section, which is headed by the Specialist in Commercial Education.

The Health Education Section has charge of the research and promotional activities in the field of school hygiene and sanitation in all types and grades of schools, with especial emphasis on the rural problem. The section is under supervision of the Specialist in School Hygiene and Sanitation.

Legislative activities, including research concerning laws, the drafting of bills and the promotion of needed legislation, are included under the Educational Legislation Section, which is under the Specialist in School Legislation.

* There is no organic law or specific appropriation provision for this office. The incumbent is the specialist in industrial education, who is paid as such but performs both duties.

† The incumbent of this office, paid as such, acts also as Assistant to the Commissioner and Chief of the Service Division. We, therefore, have the technical procedure of the Specialist in Industrial Education reporting to himself as Chief of the Service Division, who in turn again reports to himself as Assistant to the Commissioner.

The work of the Foreign Education Section obviously must be restricted to reporting and research activities, since it would be impossible to do promotional work in this field. The section is in charge of the Specialist in Foreign Education Systems.

Collaborators. There are numerous volunteer collaborators in various fields of work who receive the nominal stipend of one dollar per annum. They are not assigned to divisions or sections. The number has recently been reduced to forty-nine, and complete elimination of this service is in prospect.

“ Continuing ” or “ Stated ” Activities. The “ continuing ” or “ stated ” activities branch of the work includes all of the administrative functions of the bureau⁷ and certain of the technical or prime functions.

The divisions under this branch are as follows:

1. Office Proper of the Chief Clerk.
2. Editorial Division.
3. Library Division.
4. Statistics Division.
5. Alaska Division.

“ Continuing ” or “ stated ” activities divisions are directly under the Chief Clerk, who reports to the Commissioner.

Office Proper of the Chief Clerk. The Chief Clerk's Division, in charge of the Chief Clerk,⁸ has control of all matters relating to local administration.⁹ The division is composed of three sections:

1. Stenographic.
2. Mails and files.
3. Messenger.

The Stenographic Section performs all typing and stenographic work, except in special cases where clerks are assigned to certain divisions for such work.

⁷ With the exception of the duties of the Specialist in Charge of Land-grant College Statistics, previously mentioned.

⁸ The Chief Clerk acts as head of the “ continuing activities ” branch of the work, head of his division, and is in resident authority in the bureau during the absence of the Commissioner.

⁹ Except accounting. See Alaska Division.

Receipt, opening, and routing of all mail is under supervision of the Mails and Files Section, as is general routine correspondence, the sending out of mail matter, and the filing of correspondence and general data.

General messenger and office-boy service, such as the collection and distribution of mail and inter-office matter, errands, and the like, is under the Messenger Section.

Editorial Division. The Editorial Division has charge of the general work of preparing for the printer and issuing the printed and mimeographed matter of the bureau, including the annual statement, biennial survey leaflets, bulletins, circulars, and miscellaneous publications. This division also maintains and supervises the extensive mailing list and addressograph service of the bureau. It is under the Chief of the Editorial Division.

Library Division. While the Library Division is included among those which render general service and thus perform administrative duties, much of its work partakes of the nature of research and promotion. It maintains and administers the work of the bureau library, promotes the spread of libraries, disseminates information regarding them, studies and promotes better methods in library work, and stimulates education in the home. This division is under the Director of Library Extension, the home education work, which, strictly speaking (though not so organized), forms a separate section, being under the Director of Home Education.

Statistics Division. The Statistics Division under supervision of the Specialist in Educational Statistics, has charge of the work of collecting, classifying, analyzing, coördinating, tabulating, and reporting facts and figures in the general educational field.

Alaska Division. The Alaska Division has charge of the education of the natives of Alaska, with all its broad ramifications, activities, and import, the support of the natives and the medical relief of natives. This division is by far the largest and performs the most onerous work of any of the bureau organization units.

The division is composed of two sections, or offices: The Washington office, and the Seattle office. Subject to approval by the Commissioner of Education the entire work is directed by the Superintendent of Education of the Natives of Alaska, who originates all policies and estimates. He selects and recommends to the Commissioner for appointment, all field employees.

The Washington office acts merely as the central administrative headquarters of the Alaskan service and is charged with no field supervision or duties. It is under the Alaskan Assistant, who, as occasion arises, furnishes to the Commissioner information regarding or explanation of all matters concerning the work of the Alaska Division.¹⁰

The Seattle office conducts the work of the division through two general agencies; the Seattle office proper, and the field service.

The Seattle office is concerned with the disbursement of funds, the purchase and shipment of supplies, the sale of the products of native industry, and other general administrative detail in connection with the field work of the Alaska Division. The office is directly under the Superintendent of the Education of Natives of Alaska.

The field service for purposes of convenient discussion (though not officially so designated) may be divided into two main units: education and medical relief. Both units are directly responsible to the Superintendent of Education of Natives of Alaska, the field service as a whole being concerned with all matters in connection with the Alaska Division not taken care of by the Washington office or the Seattle office proper.

The general term "education" covers the school work, social service, emergency medical and surgical care in isolated sections, reindeer raising, and coöperative profit-making enterprises of the natives of Alaska. This comprises the bulk of the activities of the division.

For convenience in administration of education of the natives the territory is divided into six districts, each of which is in charge of a District Superintendent of Schools. These districts are:

1. Northwestern. Comprises territory drained by rivers (and their tributaries) which flow into the Arctic Ocean and Kotzebue Sound between Demarcation Point and Cape Espenberg.
2. Seward Peninsula. Comprises territory drained by rivers (and their tributaries) which flow into the Arctic Ocean, Bering

¹⁰ This division includes in the personnel list an accountant, who, though paid from Alaskan funds and officially designated as a member of the Alaska Division, in fact, acts as accountant for the bureau. Formerly, his time was largely devoted to the Alaskan accounts, but since they are now kept in detail only in the Seattle office, this is no longer true.

Strait, Bering Sea, and Norton Sound, between Cape Espenberg and Point Romanof; also islands of Small Diomedé and St. Lawrence.

3. Western. Comprises territory drained by rivers (and tributaries) flowing into Bering Sea between Point Romanof and Cape Constantine except that part of the Yukon River above the upper mouth of the Innoko River; also Nunivak Island.

4. Upper Yukon. Comprises territory drained by the Yukon (and tributaries) between Canadian boundary line near Eagle and upper mouth of Innoko River.

5. Southwestern. Comprises territory drained by rivers flowing into the Bering Sea and Pacific Ocean between Cape Constantine and Cape Yakataga; also the Aleutian Islands and North Pacific Islands adjacent to the coast.

6. Southeastern. Comprises that part of Alaska lying southeast of a line from Cape Yakataga to Mt. St. Elias.

The district superintendents, who are responsible directly to the Superintendent of Education of the Natives of Alaska, have complete charge of schools, social service, general community affairs, support of the natives, coöperative enterprises, and reindeer herding in their districts.¹¹

The teachers of each school or school district by delegation perform for a smaller area the same duties which devolve in the larger area upon the district superintendents.

The work of medical relief for natives is under direct control of the Superintendent of Education of Natives of Alaska in conjunction with the advisory service of an officer of the Public Health Service. Eight physicians who report to him supervise the local work, which is distributed over thirteen different districts.

Five hospitals are also maintained under this section. They are located at Noorvik, Nulato, Akiak, Kanakanak, and Juneau.

¹¹ District superintendents and all employees under them, as well as employees paid out of medical funds, are exempt from civil service requirements. For exemption of education employees, see Executive Order, May 29, 1899. Medical relief, see letter of December 23, 1916, from Civil Service Commission.

APPENDIX I

OUTLINE OF ORGANIZATION

EXPLANATORY NOTE

The Outlines of Organization in this series of monographs have for their purpose to make known in detail the organization and personnel possessed by the several services of the national government to which they relate. They have been prepared in accordance with the plan followed by the President's Commission on Economy and Efficiency in the preparation of its outlines of the organization of the United States Government.¹ They differ from those outlines, however, in that, whereas the commission's report showed only organization units, the presentation herein has been carried far enough to show the personnel embraced in each organization unit.

These outlines are of value not merely as an effective means of making known the organization of the several services. If kept revised to date by the services, they constitute exceedingly important tools of administration. They permit the directing personnel to see at a glance the organization and personnel at their disposition. They establish definitely the line of administrative authority and enable each employee to know his place in the system. They furnish the essential basis for making plans for determining costs by organization division and subdivision. They afford the data for a consideration of the problem of classifying and standardizing personnel and compensation. Collectively, they make it possible to determine the number and location of organization divisions of any particular kind, as, for example, laboratories, libraries, blue-print rooms, or any other kind of plant possessed by the national government, to what services they are attached and where they are located, or to determine what services are maintaining stations at any city or point in the United States. The institute

¹ House Doc 458, 62d Congress, 2d Session, 1912, 2 vols.

hopes that upon the completion of the present series, it will be able to prepare a complete classified statement of the technical and other facilities at the disposal of the government. The present monographs will then furnish the details regarding the organization, equipment, and work of the institutions so listed and classified.

OUTLINE OF ORGANIZATION

BUREAU OF EDUCATION DEPARTMENT OF THE INTERIOR OCTOBER 1, 1921

<i>Unit of Organization, Classes of Employees</i>	<i>Number</i>	<i>Annual Salary Rate^a</i>
I. General Administration		
1. Office of Commissioner		
Commissioner	1	\$5,000
Secretary to Commissioner ^b	1	2,160
2. Continuing or Stated Activities		
1. Office of the Chief Clerk		
1. Office proper of Chief Clerk		
Chief Clerk	1	2,000
Clerk (class 2)	1	1,400
2 Stenographic Section		
Clerk (class 2)	4	1,400
Clerk (class 1)	5	1,200
Clerk	4	1,000
3. Mails and Files Section		
Clerk (class 4)	1	1,800
Clerk	2	1,000
4. Messenger Section		
Messenger Boy	1	420
Assistant Messenger	1	720
Messenger Boy	1	420
5. Editorial Division		
Chief of Editorial Division	1	2,400
Editor	1	2,000
Clerk (class 4)	2	1,800
Clerk (class 3)	1	1,600
Clerk (class 2)	1	1,400
Addressograph Operator	1	1,200
Clerk	1	1,000
Skilled Laborer	2	840

^a Net, or without the temporary "bonus" or additional compensation of 60 per cent on classes below \$400, of \$240 on classes of \$400 to \$2,500, and of an amount necessary to make the total compensation \$2,740 on classes of \$2,500 to \$2,740. This is subject to minor exceptions in special cases.

^b Paid partly out of appropriation for Investigation of City School Administration and Education and partly from appropriation for Investigation of Rural and Industrial Education.

OUTLINE OF ORGANIZATION

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6	Library Division		
	Director of Library Extension	I	2,240
	Director of Home Education	I	2,000
	Library Assistant	I	1,200
	Clerk (class 3)	I	1,600
	Clerk (class 2)	2	1,400
	Clerk	3	1,000
	Copyist	I	900
7	Statistics Division		
	Specialist in Educational Statistics	I	3,500
	Statistician	I	1,800
	Clerk (class 4)	I	1,800
	Clerk (class 3)	2	1,600
	Clerk (class 1)	2	1,200
	Clerk	2	1,000
	Copyist	I	900
8	Alaska Division		
	1. Washington Office		
	Alaskan Assistant	I	2,280
	Accountant *	I	2,220
	Stenographer-Typist	I	1,500
	2. Seattle Office		
	Superintendent of Education of Natives	I	3,360
	Secretary to Superintendent	I	2,160
	Supply Agent	I	2,490
	Special Disbursing Agent	I	2,040
	Senior Clerk	I	1,920
	Clerk (class 3)	I	1,600
	Stenographer and Clerk	I	1,260
	3. Field Service		
	1. Medical Relief		
	1. Physician		
	Akiak	I	2,500
	Cordova	I	720
	Council	I	720
	Juneau	I	1,560
	Kanakanak	I	2,460
	Nome	I	1,680
	Noorvik	I	2,500
	Nulato	I	2,000
	2. Nurse		
	Akiak	I	1,380
		I	960
	Gambell	I	1,380
	Goodnews Bay	I	660
	Juneau	I	1,440
		I	1,260
		I	960

*The accountant, while paid from Alaskan funds and being included under that division, acts as accountant for the entire bureau. At present the bulk of his work is concerned with other than Alaskan affairs.

THE BUREAU OF EDUCATION

Kanakanak Hospital	1	1,080
Metlakatla	1	1,380
Noorvik	2	1,380
Nulato	1	1,200
St. Michael	1	1,380
Unalakeet	1	1,380
3. Other Employees		
Akiak—Engineer	1	1,260
Cook	1	780
Kanakanak Hospital—Cook and Matron	1	1,200
Noorvik—Engineer and Cook	1	1,260
4. Education of Natives and Reindeer Service		
1. Northwestern District		
Superintendents ⁴	1	2,200
Teachers (21)		
Barrow	1	1,560
	1	1,260
	1	900
Buckland	1	900
Kivalana	1	840
	1	780
Kotzebue	1	1,260
	1	1,200
Noatek	1	1,380
	1	660
Noorvik	1	1,620
	1	1,320
	2	720
Point Hope	1	840
Selawik	1	1,380
	1	960
	1	720
Shungnak	1	1,200
	1	960
Wainwright	1	1,560
2 Seward Peninsula District		
Superintendents ⁴	1	2,100
Teachers (21)		
Elim	1	1,260
	1	960
Gambell	1	1,320
	1	1,260
	1	780
Igloo	1	1,440
	1	840

⁴ The district superintendents, out of funds appropriated for reindeer, appoint herders in Alaska. The number, tenure, and rate are irregular and hence are not listed.

OUTLINE OF ORGANIZATION

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	Nome	I	1,260
		I	780
	Shaktoolik	I	1,080
	Shishmaref	I	1,080
	St. Michael	I	1,200
	Teller	I	1,080
	Unalakleet	I	1,320
		I	900
		I	840
	Wales	I	1,260
		I	1,140
		I	960
	White Mountain	2	1,200
3	Western District		
	Superintendents *	I	2,000
	Teachers (22)		
	Akiak	I	960
		I	780
	Akulurak	I	1,080
	Bethel	I	1,320
		I	1,080
		I	480
	Eek	I	1,320
		I	960
	Goodnews Bay	I	960
	Hamilton	I	1,200
	Holy Cross	2	1,080
	Mountain Village	I	1,380
		I	600
	Pilot Station	I	1,260
	Russian Mission	I	1,260
	Shageluk	I	960
		I	840
	Sleetmute	I	1,260
		I	960
	Tundra	I	960
		I	780
4	Upper Yukon District		
	Superintendents*	I	2,100
	Teachers (9)		
	Eagle	I	1,320
	Fort Yukon	I	1,380
		I	960
	Kokrines	I	1,260
	Koyukuk	I	1,440
	Nulato	2	1,080
	Rampart	I	1,320
	Tanana	I	1,260

* The district superintendents out of funds appropriated for reindeer appoint herders in Alaska. The number, tenure, and rate are irregular and hence are not listed.

5. Southwestern District		
Superintendent [*]	1	2,220
Teachers (29)		
Akutan	1	1,680
	1	1,440
Atka	1	1,440
	1	1,080
Belkofski	1	1,200
	1	960
Chignik	1	1,380
Chitina	2	1,320
Copper Center	1	1,320
Herendien	1	1,500
	1	780
Iliamna	1	1,440
	1	720
Kanakanak Orphanage	1	1,500
	2	1,260
	2	780
Tatitlek	2	1,260
Tyonek Orphanage	2	1,260
	1	720
Unalaska	1	1,380
	3	1,260
Uniak	1	1,500
6 Southeastern District		
Superintendent [*]	1	2,220
Teachers (31)		
Angoon	1	960
Bayview	1	1,560
	2	1,260
	1	960
Douglas	1	1,260
Haines	1	1,320
	1	1,200
Hoonah	1	1,380
	1	1,260
Hydaburg	1	1,500
	2	1,260
	1	840
	1	780
Juneau	1	1,260
Kake	1	1,560
	1	960
Killisnos	1	1,560
Klukwan	1	1,320
	1	1,200

^{*} The district superintendents out of funds appropriated for reindeer appoint herders in Alaska. The number, tenure, and rate are irregular and hence are not listed.

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Metlakatla	I	2,160
	I	1,560
	2	1,260
	I	1,200
	I	960
	I	720
Sitka	I	1,380
Wrangell	I	1,200
Yakutat	I	1,320
3. Research and Promotion ^a		
1. Office of Assistant to the Commissioner		
1. Office proper of Assistant to the Commissioner		
Assistant to the Commissioner ^b	I	
2. Higher Education Division		
Specialist in Higher Education	I	3,000
Specialist in Rural and Technical Education	I	2,500
Specialist in Charge of Land-Grant College		
Statistics	I	1,800
Clerk (class 3)	I	1,600
3. Rural Schools Division		
Specialist in Rural Education	2	3,000
Assistant in Rural Education	I	2,500
Collector and Compiler of Statistics	I	2,400
Specialist in Rural Education	I	2,220
4. City Schools Division		
Specialist in City School Systems	I	3,500
Specialist in Industrial and Economic Relations		
in Education	I	3,500
Specialist in Kindergarten Education	I	2,400
Specialist in Kindergarten Education	I	2,200
Specialist in Educational Systems	I	1,800
Clerk (class 3)	I	1,600
Clerk (class 1)	2	1,200
5. Service Division		
1. Office of Chief of Division		
1. Office proper of Chief of Division		
Chief of Division ^c	I	
2. Industrial Education and Home Economics		
Section		
Specialist in Industrial Education ^d	I	3,500
Specialist in Home Economics	I	3,500
3. Commercial Education Section		
Specialist in Commercial Education	I	3,500

^a Under this general head but unallocated as to specific activity are fifty-four special collaborators at \$1 per annum.

^b This office is filled by the Specialist in Industrial Education who is paid as such.

^c This office is filled by the Specialist in Industrial Education who is paid as such.

^d Acts also as chief of Service Division and assistant to the commissioner.

4.	Foreign Education Section		
	Specialist in Foreign Educational Systems	1	1,800
	Translators	2	1,800
5.	Health Education Section		
	Specialist in School Hygiene and Sanitation	1	3,240
	Clerk (class 4)	1	1,800
	Clerk (class 2)	1	1,400
	Clerk	1	1,000
	Special agent (in field)	1	^k 10
6.	Educational Legislation Section		
	Specialist in School Legislation	1	2,400

^k Per diem.

APPENDIX 2

CLASSIFICATION OF ACTIVITIES

EXPLANATORY NOTE

The Classifications of Activities in this series have for their purpose to list and classify in all practicable detail the specific activities engaged in by the several services of the national government. Such statements are of value from a number of standpoints. They furnish, in the first place, the most effective showing that can be made in brief compass of the character of the work performed by the service to which they relate. Secondly, they lay the basis for a system of accounting and reporting that will permit the showing of total expenditures classified according to activities. Finally, taken collectively, they make possible the preparation of a general or consolidated statement of the activities of the government as a whole. Such a statement will reveal in detail, not only what the government is doing, but the services in which the work is being performed. For example, one class of activities that would probably appear in such a classification is that of "scientific research." A subhead under this class would be "chemical research." Under this head would appear the specific lines of investigation under way and the services in which they were being prosecuted. It is hardly necessary to point out the value of such information in planning for future work and in considering the problem of the better distribution and coordination of the work of the government. The institute contemplates attempting such a general listing and classification of the activities of the government upon the completion of the present series.

CLASSIFICATION OF ACTIVITIES

- I. Non-Administrative
 1. Information and statistics
 1. Collection
 1. Correspondence
 2. Exchange
 3. Perusal
 - Printed volumes and reports
 - Periodicals

4. Surveys and investigations, by-products of
5. Research, by-products of
2. Digestion and analysis
 1. Statistics
 2. Briefing and resumé
3. Dissemination
 1. Library service
 2. Displays and exhibits
 3. Addresses, speeches, and conferences
 4. Correspondence
 5. Distributing printed and mimeographed material
 1. Publications
 - Annual report
 - Annual statement
 - Biennial survey
 - Bulletins
 - Circulars and leaflets
 - Periodicals
 - Miscellaneous
2. Expert opinion
 1. Collection
 1. Correspondence
 2. Personal contact
 3. Perusal
 - Printed volumes and reports
 - Periodicals
 2. Digestion and Compilation
 3. Dissemination
 1. Bulletins
 2. Addresses
 3. Correspondence
3. Advisory service
 1. Survey
 1. Investigation
 2. Digestion and analysis
 3. Report
 2. Advice on legislation
 1. Correspondence
 2. Consultation
 3. Publication
 3. Advice on construction of buildings
 1. Correspondence
 2. Consultation
 3. Publication
 4. Models

4. Promotion
 1. Conference
 2. Publication
 3. Correspondence
 4. Addresses and speeches
 5. Consultation with individuals
5. Research
 1. Collection of data
 2. Analysis and digestion
 3. Report
2. Administrative
 1. Administration funds of "land-grant institutions"
 1. Reporting upon expenditures of funds derived by states from "land-grants" to institutions of learning
 2. Approving disbursement of funds from United States Treasury direct to colleges of agriculture and mechanic arts
 2. Natives of Alaska, education
 1. School instruction
 1. Formal ("book") subjects
 2. Manual and practical
 2. Home instruction
 1. Hygiene
 2. Sanitation
 3. Supervision of local self-government
 4. Acting for attorney-general (as agents)
 5. Census taking
 6. Observation of tides and currents
 7. General social service
 1. Destitution
 2. "Emergency" medical and surgical aid
 3. Natives of Alaska, support of
 1. Reindeer herding
 1. Breeding
 2. Sale
 3. Coöperation in experimentation
 2. Supervision of coöperative native enterprises
 4. Medical relief
 1. Visiting
 2. Hospitals
 3. General (coöperation, Public Health Service)

APPENDIX 3

PUBLICATIONS ¹

The purpose, origin, and type of the various publications of the Bureau of Education have been discussed in the text of this monograph. Elaboration in this appendix is unnecessary, therefore, except for a few untouched points.

The bureau issues at regular intervals a pamphlet with the title "Available Publications of the U. S. Bureau of Education." This is a basic source of information listing all material currently available regardless of date, some publications dating as far back as 1870.

Naturally it includes certain publications that have been discontinued, but affords an excellent idea of what has been and is published.²

Appended is a list of publications of the bureau for the fiscal year ending June 30, 1921. In most cases the titles are sufficiently descriptive of the type of publication. Where not, reference should be made to the text of the monograph.

Bulletins, 1919

No. 47. Private Commercial and Business Schools, 1917-18.

H. R. Bonner. Advance sheets from the Biennial Survey.

No. 63. Natural Science Teaching in Great Britain.

No. 65. The Eyesight of School Children. J. H. Berkowitz.

No. 73. Nurse Training Schools, 1917-18. H. R. Bonner.

Advance sheets from the Biennial Survey.

¹The bureau is permitted by law to print only a limited edition of its bulletins for free distribution. The Superintendent of Documents, however, is authorized to sell such publications at cost

²For a complete list of all publications of the bureau whether out of print or not from its origin to date, numerous sources must be consulted. These sources are:

1867-1910—List of Publications, U. S. Bureau of Education. Bulletin 1910, Number 3. Whole Number 439—Government Printing Office.

From 1912 to date: Monthly Record of Current Educational Publications, Bureau of Education, which separately lists bureau publications.

Between 1910 and 1912 the only available source is the Bibliography of Education, Bureau of Education (annual). Bureau publications here are not separately listed, however, but appear under subject headings.

- No. 81. Statistics of State Normal Schools, 1917-18. L. E. Blauch and H. R. Bonner. Advance sheets from the Biennial Survey.
- No. 84. The University Extension Movement. W. S. Bittner.
- No. 85. Development of Agricultural Instruction in Secondary Schools. H. P. Barrows.
- No. 86. Administration and Supervision of Village Schools. W. S. Deffenbaugh and J. C. Muerman.
- No. 87. Statistics of State Universities and State Colleges for the Year Ended June 30, 1919.

Bulletins, 1920

- No. 7. Requirements for the Bachelor's Degree. W. C. John.
- No. 8. Agricultural and Mechanical Colleges. W. C. John.
- No. 9. The Feasibility of Consolidating the Schools of Mount Joy Township, Adams County, Pa. Mrs. K. M. Cook and W. S. Deffenbaugh.
- No. 10. Correspondence Study in Universities and Colleges. A. J. Klein.
- No. 12. Training Teachers for Americanization. J. J. Mahoney.
- No. 13. Educational Work of the Commercial Museum of Philadelphia. C. B. Toothaker.
- No. 16. A Survey of Education in Hawaii.
- No. 17. Monthly Record of Current Educational Publications, June, 1920.
- No. 18. Lessons in Civics for the Six Elementary Grades. Hannah Margaret Harris.
- No. 19. Statistics of Public High Schools, 1917-18. H. R. Bonner. Advance sheets from the Biennial Survey.
- No. 20. Salaries in Universities and Colleges in 1920. L. A. Kalbach.
- No. 21. Schools in the Bituminous Coal Regions of the Appalachian Mountains. W. S. Deffenbaugh.
- No. 22. A School-Building Program for Meriden, Conn. Alice Barrows Fernandez.
- No. 23. A School-Building Program for Gloucester, Mass.
- No. 24. Statistics of City-School Systems, 1917-18. H. R. Bonner. Advance sheets from the Biennial Survey.
- No. 25. Monthly Record of Current Educational Publications, September, 1920.
- No. 26. Reorganization of Science in Secondary Schools. A report of the Commission on the Reorganization of Secondary Education.
- No. 27. Survey of the Schools of Brunswick and of Glynn County, Ga.

- No. 28. Monthly Record of Current Educational Publications. Index, February, 1919, January, 1920.
- No. 29. The National Crisis in Education: An appeal to the People.
- No. 31. Statistical Survey of Education, 1917-18. H. R. Bonner. Advance sheets from the Biennial Survey.
- No. 32. Monthly Record of Current Educational Publications, October, 1920.
- No. 33. Educational Directory, 1920-21.
- No. 34. Statistics of Universities, Colleges, and Professional Schools, 1917-18. H. R. Bonner. Advance sheets from the Biennial Survey.
- No. 35. Agriculture in Secondary Schools: A Report of the Commission on the Reorganization of Secondary Education.
- No. 36. Preliminary Survey of the Schools of the District of Columbia.
- No. 38. Monthly Record of Current Educational Publications, November, 1920.
- No. 40. The Curriculum of College of Agriculture. Carl R. Woodward.
- No. 41. The Francis Scott Key School, Locust Point, Baltimore, Md. C. A. Bennett.
- No. 42. Education for Highway Engineering and Highway Transport. F. L. Bishop and W. C. John.
- No. 43. Survey of the Schools of Winchester, Mass.
- No. 44. Salaries of Principals of High Schools. W. T. Bawden.
- No. 45. Monthly Record of Current Educational Publications, December, 1920.
- No. 46. Organization of State Departments of Education. L. A. Kalbach and A. O. Neal.

Bulletins, 1921

- No. 1. Monthly Record of Current Educational Publications, January, 1921.
- No. 2. Survey of the Schools of Wilmington, Del. Part I.
- No. 3. Monthly Record of Current Educational Publications, February, 1921.
- No. 4. Monthly Record of Current Educational Publications, March-April, 1921.

Reports

- Annual Statement of the Commissioner, 1920.
- Annual Report of the Commissioner, 1919-20.

Teachers' Leaflets

- No. 7. Recreation and Rural Health. E. C. Lindeman.
- No. 8. Civic Training through Service. A. W. Dunn.

- No. 9. Lessons in Civics for the Three Primary Grades.
Hannah Margaret Harris.
No. 11. Rural School Playgrounds and Equipment. K. C.
Richmond.
No. 14. Modern Language Teaching.

Library Leaflets—List of References

- No. 12. October, 1920. Educational Surveys.
No. 13. December, 1920. The Use of Pictures in Education.

Health Educational Series

- No. 5. Child Health Program. (Reprint.)
No. 6. Further Steps in Teaching Health. (Reprint.)
No. 7. The Lunch Hour at School. (Reprint.)
No. 8. Health Training for Teachers.
No. 9. Your Opportunity in the Schools.
Poster. Right Height and Weight for Boys. (Reprint.)
Poster. Right Height and Weight for Girls. (Reprint.)
Classroom Weight Record. (Reprint.)
Health Education Publications, Price List.
Health Card No. 1. What is Health?
Health Education—School Life Supplements 1-8.

Kindergarten Circular

- No. 6. The Child and the Kindergarten. Julia Wade Abbot.
(Reprint.)

Secondary School Circulars

- No. 6. Junior High School Mathematics: A Preliminary
Report by the National Committee on Mathematical Require-
ments.
No. 7. The Problem of Summer Teaching in Connection with
Project Supervision. Aretas W. Nolan.

Higher Education Circulars

- No. 20. Opportunities for the Study of Engineering at Ameri-
can Higher Institutions.
No. 21. Report of the Progress of the Subcommittee on Col-
lege Instruction in Agriculture.
No. 22. Opportunities for the Study of Medicine in the United
States. George F. Zook.

Industrial Education Circulars

- No. 5. Progress in the Preparation of Industrial Teachers
W. T. Bawden.
No. 6. Examples of Good Teaching in Industrial Education.
W. T. Bawden.

Home Economics Circular

- No. 9. Home Economics Courses of Study for Junior High Schools.

Reading Courses

- No. 1. The World's Great Literary Bibles. (Revised.)
No. 2. Great Literature—Ancient, Medieval, and Modern. (Revised.)
No. 3. Reading Course for Parents. (Revised.)
No. 4. Reading Course for Boys. (Revised.)
No. 5. Reading Course for Girls. (Revised.)
No. 6. Thirty Books of Great Fiction. (Revised.)
No. 7. Thirty World Heroes. (Revised.)
No. 8. American Literature. (Revised.)
No. 9. Thirty American Heroes. (Revised.)
No. 10. American History. (Revised.)
No. 13. The Call of Blue Waters.
No. 14. Iron and Steel.
No. 15. Shipbuilding.
No. 16. Machine Shop Work.

Miscellaneous Publications

- Available Publications of the U. S. Bureau of Education,
November, 1920.
Joy and Health Through Play. G. E. Schlafer.
Broadside—New High Schools, Etc.
Broadside—School Directed Home Gardening.
Broadside—Observance of School Week.
Broadside—History of the City School Dollar.

School Life

- Volume 5, nos. 1-12.
Volume 6, nos. 1-11.
Index and title-page, vol. 4, January-June, 1920.
Index and title-page, vol. 5, July-December, 1920.

APPENDIX 4

LAWS

(A) INDEX OF LAWS¹*Establishment*

Bureau of Education established.....	15 Stat. L., 92, 106
Department of Education established	14 Stat. L., 434
Department of Education abolished.....	15 Stat. L., 92, 106
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Relief, medical for natives (first separate appropriation)	38 Stat. L., 822, 862
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Editor	35 Stat. L., 846, 892
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Statistician	17 Stat. L., 61, 76
Translators	16 Stat. L., 475, 490

¹ Many apparent omissions from this index are explained by the fact that numerous positions and activities have no specific sanction in the law, but have been established by departmental or bureau order under broad permissive acts or lump sum appropriations. So far as feasible, such acts have been cited.

Positions established—Alaska Division²

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Accountant (permissive under lump sum).....	35 Stat. L., 317, 351
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Investigation of kindergarten education.	40 Stat. L., 757, 797
Investigation of physical education.....	36 Stat. L., 1170, 1217
Investigation of rural education.....	36 Stat. L., 1170, 1217
Investigation of secondary education.....	40 Stat. L., 757, 797
Investigation of school hygiene.....	36 Stat. L., 1170, 1217
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Educational legislation ³	36 Stat. L., 1170, 1217
Higher education	36 Stat. L., 468, 515

²Field employees of the Alaska Division (Reindeer, Education, and Medical Relief) are not under Civil Service.

³Set up out of funds for rural and industrial education.

Home education ³	36 Stat. L., 1170, 1217
Industrial education	36 Stat. L., 1170, 1217
Kindergarten education	40 Stat. L., 757, 797
Land-grant colleges	26 Stat. L., 417, 419
Physical education	40 Stat. L., 1213, 1249
Rural education	36 Stat. L., 1170, 1217
School hygiene	39 Stat. L., 1070, 1106
Research and study facilities for, afforded to investigators	31 Stat. L., 1010, 1039
Scientific and library collections, accessible to students..	27 Stat. L., 395
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Agents of attorney general, Alaska, teachers may be appointed	35 Stat. L., 837
Alcoholic drinks and narcotics, effect of must be studied by teachers	24 Stat. L., 69
Colleges, agricultural and mechanic arts, funds direct from United States Treasury, Secretary of the Interior charged with approval of disbursement of ⁴	26 Stat. L., 417, 419
Colleges, land-grant funds disbursed by states and territories, Secretary of the Interior charged with reporting annual to Congress concerning ⁴ ..	26 Stat. L., 417, 419
Children of Alaska, Secretary of the Interior charged with providing for education of ⁴	23 Stat. L., 24, 27 31 Stat. L., 321, 330
Children of Alaska, native, Secretary of Interior charged with providing for education of ⁴	33 Stat. L., 616, 619
Children of Alaska, white, education of removed from jurisdiction of Secretary of the Interior ⁵ ..	33 Stat. L., 616, 619
Hospitals, pay patients may be admitted to	40 Stat. L., 105, 151
Natives of Alaska, medical relief for.....	38 Stat. L., 822, 862
Pay may be assigned by Alaskan teachers.....	34 Stat. L., 824
Reimbursement, Secretary of the Interior may make to teachers of Alaska for money spent by them, etc.	34 Stat. L., 824
Reindeer, experimentation for improvement in cooperation with biological survey.....	41 Stat. L., 1315, 1336
Reindeer herding	27 Stat. L., 572, 590
Reindeer, surplus males to be sold.....	40 Stat. L., 634, 677
Reindeer surplus to be turned over to Missions for disposal	34 Stat. L., 1298, 1338
<i>Organization</i>	
Bureau in Department of the Interior, Office of Education a	15 Stat. L., 92, 106
Employees prohibited from accepting pay from other sources	39 Stat. L., 1070, 1106
Management of bureau by Commissioner of Education..	14 Stat. L., 434
	15 Stat. L., 92, 106
Secretary of Interior, Commissioner of Education under.	15 Stat. L., 92, 106

⁴ Delegated to Commissioner of Education by Secretary of the Interior.

⁵ Hence from Commissioner of Education (see note 4).

Publications

Annual report 14 Stat. L., 434
28 Stat. L., 601, 614

Bulletins, publication authorized 29 Stat. L., 140, 171

Appropriations

Agriculture and mechanic arts colleges* (permanent
and specific) 12 Stat. L., 503
26 Stat. L., 417

34 Stat. L., 1256, 1281

For the fiscal year 1923... 42 Stat. L., 552, 582
42 Stat. L., 507, 526

(B) COMPILATION OF LAWS

1867—Act of March 2, 1867 (14 Stat. L., 434)—An Act To establish a Department of Education.

[SEC. 1.] That there shall be established, at the City of Washington, a Department of Education, for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several states and territories, and of diffusing such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country.

SEC. 2. That there shall be appointed by the President, by and with the advice and consent of the Senate, a commissioner of education, who shall be intrusted with the management of the department herein established, and who shall receive a salary of four thousand dollars per annum, and who shall have authority to appoint one chief clerk of his department, who shall receive a salary of two thousand dollars per annum, one clerk who shall receive a salary of eighteen hundred dollars per annum, and one clerk who shall receive a salary of sixteen hundred dollars per annum which said clerks shall be subject to the appointing and removing power of the Commissioner of Education.

SEC. 3. That it shall be the duty of the Commissioner of Education to present annually to Congress a report embodying the results of his investigations and labors, together with a statement of such facts and recommendations as will, in his judgment, subserve the purpose for which this department is established. In the first report made by the Commissioner of Education under this act, there shall be presented a statement of the several grants of land made by Congress to promote education, and the manner in which these several trusts have been managed, the amount of funds arising therefrom, and the annual proceeds of the same, as far as the same can be determined.

SEC. 4. That the Commissioner of Public Buildings is hereby authorized and directed to furnish proper offices for the use of the department herein established.

* Not expended by Bureau of Education but directly affecting it.

868—Act of July 20, 1868 (15 Stat. L., 92, 106)—An Act Making appropriation for the legislative, executive, and judicial expenses of the government for the year ending, the thirtieth of June, eighteen hundred and sixty-nine.

* * *

That from and after the thirtieth day of June, eighteen hundred and sixty-nine, the Department of Education shall cease, and there shall be established and attached to the Department of the Interior an office to be denominated the Office of Education, the chief officer of which shall be the Commissioner of Education, at a salary per annum of three thousand dollars, who shall, under the direction of the Secretary of the Interior, discharge all such duties, and superintend, execute, and perform all such acts and things touching and respecting the said office of education as are evolved by law upon said Commissioner of Education

884—Act of May 17, 1884 (23 Stat. L., 24, 27, 28)—An Act Providing a civil government for Alaska.¹

* * *

SEC. 28. The Secretary of the Interior shall make needful and proper provisions and regulations for the education of the children of school age in the district of Alaska, without reference to race and their compulsory attendance at school, until such time as permanent provision shall be made or the same.

886—Act of May 20, 1886 (24 Stat. L., 69)—An Act To provide for the study of the nature of alcoholic drinks and narcotics, and of their effects upon the human system, in connection with the several divisions of the subject of physiology and hygiene, by the pupils in the public schools of the territories and of the District of Columbia, and in the military and naval academies, and Indian and colored schools in the territories of the United States.

[SEC. 1.] That the nature of alcoholic drinks and narcotics, and special instructions as to their effects upon the human system, in connection with

¹ The wording was substantially repeated in the Act of June 6, 1900 (31 Stat. L., 321, 330, 331), an act making further provision for a civil government for Alaska and for other purposes.

* * *

SEC. 13. That the Secretary of the Interior shall make needful and proper provision for the education of the children of school age in the territory of Alaska, without reference to race, until such time as permanent provision shall be made for the same, and the sum of twenty-five thousand dollars, or so much thereof as may be necessary is hereby appropriated for this purpose.

the several divisions of the subject of physiology and hygiene, shall be included in the branches of study taught in the common or public schools, and in the military and naval schools, and shall be studied and taught as thoroughly and in the same manner as other like required branches are in said schools, by the use of text-books in the hands of pupils where other branches are thus studied in said schools, and by all pupils in all said schools throughout the territories, in the military and naval academies of the United States, and in the District of Columbia, and in all Indian and colored schools in the territories of the United States.

* * * *

SEC. 3. That no certificate shall be granted to any person to teach in the public schools of the District of Columbia or territories, after the first day of January, anno Domini eighteen hundred and eighty-eight, who has not passed a satisfactory examination in physiology and hygiene, with special reference to the nature and the effects of alcoholic drinks and other narcotics upon the human system.

1890—Act of August 30, 1890 (26 Stat. L., 417, 419)—An Act To apply a portion of the proceeds of the public lands to the more complete endowment and support of the colleges for the benefit of agriculture and the mechanic arts established under the provisions of an act of Congress approved July 2, 1862.

* * * *

SEC. 4. That on or before the first day of July in each year, after the passage of this act, the Secretary of the Interior, shall ascertain and certify to the Secretary of the Treasury as to each state and territory whether it is entitled to receive its share of the annual appropriation for colleges, or of institutions for colored students, under this act, and the amount which thereupon each is entitled, respectively, to receive. If the Secretary of the Interior shall withhold a certificate from any state or territory of its appropriation the facts and reasons therefor shall be reported to the President, and the amount involved shall be kept separate in the Treasury until the close of the next Congress, in order that the state or territory may, if it should so desire, appeal to Congress from the determination of the Secretary of the Interior. If the next Congress shall not direct such sum to be paid it shall be covered into the Treasury. And the Secretary of the Interior is hereby charged with the proper administration of this law.

SEC. 5. That the Secretary of the Interior shall annually report to Congress the disbursements which have been made in all the states and territories, and also whether the appropriation of any state or territory has been withheld, and if so, the reasons therefor.

1892—Joint Resolution of April 12, 1892 (27 Stat. L., 395)—
Joint Resolution To Encourage the establishment and
endowment of institutions of learning at the national
capital by defining the policy of the government with
reference to the use of its literary and scientific collec-
tions by students.

WHEREAS, Large collections illustrative of the various arts and sciences and facilitating literary and scientific research have been accumulated by the action of Congress through a series of years at the national capital; and

WHEREAS, It was the original purpose of the government thereby to promote research and the diffusion of knowledge, and is now the settled policy and present practice of those charged with the care of these collections specially to encourage students who devote their time to the investigation and study of any branch of knowledge by allowing to them all proper use thereof; and

WHEREAS it is represented that the enumeration of these facilities and the formal statement of this policy will encourage the establishment and endowment of institutions of learning at the seat of government, and promote the work of education by attracting students to avail themselves of the advantages aforesaid under the direction of competent instructors; Therefore,

Resolved . . . That the facilities for research and illustration in the following and any other government collections now existing or hereafter to be established in the City of Washington for the promotion of knowledge shall be accessible, under such rules and restrictions as the officers in charge of each collection may prescribe, subject to such authority as is now or may hereafter be permitted by law, to the scientific investigators and to students of any institution or higher education now incorporated or hereafter to be incorporated under the laws of Congress or of the District of Columbia, to wit:

- One. Of the Library of Congress.
- Two. Of the National Museum.
- Three. Of the Patent Office
- Four. Of the Bureau of Education.
- Five. Of the Bureau of Ethnology.
- Six. Of the Army Medical Museum.
- Seven. Of the Department of Agriculture.
- Eight. Of the Fish Commission.
- Nine. Of the Botanic Gardens.
- Ten. Of the Coast and Geodetic Survey.
- Eleven. Of the Geological Survey.
- Twelve. Of the Naval Observatory.

1896—Act of May 28, 1896 (29 Stat. L., 140, 171)—An Act Making appropriations for the legislative, executive, and judicial expenses of the government for the fiscal year ending June thirtieth, eighteen hundred and ninety-seven and for other purposes.

* * * *

The Commissioner of Education is hereby authorized to prepare and publish a bulletin of the Bureau of Education as to the condition of higher education, technical and industrial education, facts as to compulsory attendance in the schools, and such other educational topics in the several states of the union and in foreign countries as may be deemed of value to the educational interests of the states, and there shall be printed one edition of not exceeding twelve thousand five hundred copies of each issue of said bulletin for distribution by the Bureau of Education the expense of printing and binding such bulletin to be charged to the allotment for printing and binding for the Department of the Interior.

1901—Act of March 3, 1901 (31 Stat. L., 1010, 1039)—An Act Making appropriations to supply deficiencies in the appropriations for the fiscal year ending June thirtieth, nineteen hundred and one and for prior years and for other purposes.

That facilities for study and research in the government departments, the Library of Congress, the National Museum, the Zoological Park, the Bureau of Ethnology, the Fish Commission, the Botanic Gardens, and similar institutions hereafter established shall be afforded to scientific investigators and to duly qualified individuals, students, and graduates of institutions of learning in the several states and territories, as well as in the District of Columbia, under such rules and restrictions as the heads of the departments and bureaus mentioned may prescribe.

1905—Act of January 27, 1905 (33 Stat. L., 616, 617, 619)—An Act To provide for the construction and maintenance of roads, the establishment and maintenance of schools and the care and support of insane persons in the district of Alaska and for other purposes.

* * * *

SEC. 3. That the governor of the district of Alaska shall be ex-officio superintendent of public instruction in said district, and as such shall have supervision and direction of the public schools in said district and shall prescribe rules and regulations for the examination and qualification of teachers, and shall make an annual report of the condition of the schools in the district to the Secretary of the Interior.

* * * *

SEC. 7 That the schools specified and provided for in this act shall be devoted to the education of white children and children of mixed blood who lead a civilized life. The education of the Eskimos and Indians in the district of Alaska shall remain under the direction and control of the Secretary of the Interior, and schools for and among the Eskimos and Indians of Alaska shall be provided for by an annual appropriation, and the Eskimo and Indian children of Alaska shall have the same right to be admitted to any Indian boarding school as the Indian children in the states or territories of the United States.

1907—Act of March 4, 1907 (34 Stat. L., 1298, 1338)—An Act Making appropriation for sundry civil expenses of the government for the fiscal year ending June thirtieth, nineteen hundred and eight and for other purposes.

* * * *

REINDEER FOR ALASKA For the support of reindeer stations in Alaska, and for the instruction of Alaskan natives in the care and management of the reindeer, nine thousand dollars; and all reindeer owned by the United States in Alaska shall as soon as practicable be turned over to missions in or natives of Alaska, to be held and used by them under such conditions as the Secretary of the Interior shall prescribe. The Secretary of the Interior may authorize the sale of surplus male reindeer and make regulations for the same. The proceeds of such sale shall be turned into the Treasury of the United States.

That all expenditures of money appropriated herein for school purposes in Alaska shall be under the supervision and direction of the Commissioner of Education and in conformity with such conditions, rules and regulations as to conduct and methods of instruction and expenditure of money as may from time to time be recommended by him and approved by the Secretary of the Interior.

1909—Act of March 3, 1909 (35 Stat. L., 837)—An Act Authorizing the attorney-general to appoint as special peace officers such employees of the Alaska school service as may be named by the Secretary of the Interior.

That the Attorney-General shall have power to appoint, in his discretion, any person employed in the Alaska school service who may be designated by the Secretary of the Interior as a special peace officer of the division of the district of Alaska in which such person resides; and such special peace officer shall have authority to arrest, upon warrant duly issued, any native of the district of Alaska charged with the violation of any of the provisions of the Criminal Code of Alaska (act March third, eighteen hundred and ninety-nine, second supplement Revised Statutes, page one thousand and three) or any amendment thereof, or any white man charged with the violation of any of said provisions to the detriment of any native of the district of Alaska; and such peace officer shall also have authority to make such arrests, without warrant, for a crime committed or attempted in his presence, or when the person arrested has committed a felony, although not in his presence, or when a felony has in fact been committed

and he has reasonable cause for believing the person arrested to have committed it; and any person so arrested shall be taken, in accordance with such rules and regulations as may be prescribed by the Attorney-General, and without unnecessary delay, before a United States commissioner or other judicial officer for trial: *Provided, however,* That no person so appointed shall be entitled to any fees or emoluments of any character whatsoever for performing any of the services herein mentioned, but may be allowed, in the discretion of the Attorney-General, expenses actually and necessarily incurred in connection with such services.

1917—Act of February 23, 1917 (39 Stat. L., 929, 932, 933)—

An Act To provide for the promotion of vocational education; to provide for coöperation with the states in the promotion of such education in agriculture and the trades and industries; to provide for coöperation with the states in the preparation of teachers of vocational subjects, and to appropriate money and regulate its expenditure.

* * * *

SEC. 6 That a Federal Board for Vocational Education is hereby created, to consist of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the United States Commissioner of Education, and three citizens of the United States to be appointed by the President, by and with the advice and consent of the Senate. One of said three citizens shall be a representative of the manufacturing and commercial interests, one a representative of the agricultural interests, and one a representative of labor. The Board shall elect annually one of its members as chairman. In the first instance, one of the citizen members shall be appointed for one year, one for two years, and one for three years, and thereafter for three years each. The members of the board other than the members of the Cabinet and the United States Commissioner of Education shall receive a salary of \$5,000 per annum.

When the board deems it advisable . . . such studies, investigations, and reports concerning the administration of vocational schools, courses of study and instruction in vocational subjects, may be made in cooperation with or through the Bureau of Education

The Commissioner of Education may make such recommendations to the board relative to the administration of this act as he may from time to time deem advisable . . .

1917—Act of March 3, 1917 (39 Stat. L., 1070, 1106)—An Act

Making appropriations for the legislative, executive, and judicial expenses of the government for the fiscal year ending June thirtieth, nineteen hundred and eighteen and for other purposes.

* * * *

That on and after July first, nineteen hundred and nineteen, no government official or employee shall receive any salary in connection with his

services as such an official or employee from any source other than the Government of the United States, except as may be contributed out of the treasury of any state, county, or municipality, and no person, association, or corporation shall make any contribution to, or in any way supplement the salary of, any government official or employee for services performed by him for the Government of the United States. Any person violating any of the terms of this proviso shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not less than \$1,000 or imprisonment for not less than six months, or by both such fine and imprisonment as the court may determine.

1917—Act of June 12, 1917 (40 Stat. L., 105, 151)—An Act Making appropriations for Sundry Civil expenses of the government for the fiscal year ending June thirtieth, nineteen hundred and eighteen, and for other purposes.

Patients who are not indigent may be admitted to the hospitals [in Alaska] for care and treatment on the payment of such reasonable charges therefor as the Secretary of the Interior shall prescribe.

1921—Act of November 23, 1921 (42 Stat. L., 224)—An Act For the promotion of the welfare and hygiene of maternity and infancy, and for other purposes.

* * * *

SEC. 3. There is hereby created a Board of Maternity and Infant Hygiene, which shall consist of the Chief of the Children's Bureau, the Surgeon-General of the United States Public Health Service, and the United States Commissioner of Education, and which is hereafter designated in this act as the board. The board shall elect its own chairman and perform the duties provided for in this act.

1922—Act of May 11, 1922 (42 Stat. L., 507, 526)—An Act Making appropriations for the Department of Agriculture for the fiscal year ending June 30, 1923, and for other purposes.

* * * *

BUREAU OF BIOLOGICAL SURVEY* For investigations, experiments, and demonstrations for the welfare, improvement, and increase of the reindeer industry in Alaska, including the erection of necessary buildings and other structures and coöperation with the Bureau of Education, and for the enforcement of section 1956 of the Revised Statutes as amended so far as it relates to the protection of land fur-bearing animals in Alaska, including necessary investigations in connection therewith; \$61,500.²

* Not expended by Bureau of Education but bearing directly upon the conduct of the bureau work.

1922—Act of May 24, 1922 (42 Stat. L., 552, 582)—An Act Making appropriations for the Department of the Interior, for the fiscal year ending June 30, 1923.

* * * *

BUREAU OF INDIAN AFFAIRS: For collection and transportation of pupils to and from Indian and public schools, and for placing school pupils, with the consent of their parents, under the care and control of white families qualified to give them moral, industrial, and educational training, \$85,000: *Provided*, That not exceeding \$5,000 of this sum may be used for obtaining remunerative employment for Indian youths and, when necessary, for payment of transportation and other expenses to their places of employment: *Provided further*, That where practicable the transportation and expenses of pupils shall be refunded and shall be returned to the appropriation from which paid. The provisions of this section shall also apply to native Indian pupils of school age under twenty-one years of age brought from Alaska.³

* * * *

BUREAU OF EDUCATION, SALARIES. Commissioner, \$5,000; chief clerk, \$2,000; specialist in higher education, \$3,000; editor, \$2,000; statistician, \$1,800; specialist in charge of land-grant college statistics, \$1,800; two translators, at \$1,800 each; collector and compiler of statistics, \$2,400; specialist—one in foreign educational systems and one in educational systems, at \$1,800 each; clerks—five of class four, six of class three, seven of class two, nine of class one, thirteen at \$1,000 each; two copyists at \$900 each; two skilled laborers, at \$840 each; messenger \$840; assistant messenger \$720; messenger boy, \$420; in all \$82,860

GENERAL EXPENSES. For investigation of rural education, industrial education, physical education and school hygiene, including personal services in the District of Columbia and elsewhere, and no salary shall be paid hereunder in excess of \$3,500 per annum, \$50,000

For necessary traveling expenses of the commissioner and employees acting under his direction, including attendance at meetings of educational associations, societies, and other organizations, \$7,500

For books for library, current educational periodicals, other current publications, and completing valuable sets of periodicals, \$500.

For collecting statistics for special reports and circulars of information, including personal services in the District of Columbia and elsewhere, \$3,600

For purchase, distribution, and exchange of educational documents, collection, exchange, and cataloguing of educational apparatus and appliances, textbooks, and educational reference books, articles of school furniture and models of school buildings illustrative of foreign and domestic systems and methods of education, and repairing the same, including personal services in the District of Columbia for the purpose of bringing the cataloguing up to date, \$2,500.

For investigation of elementary and secondary education, including evening schools and the wider use of the schoolhouse in cities and towns, including personal services in the District of Columbia and elsewhere,

³Not expended by Bureau of Education but bearing directly upon the conduct of the bureau work.

\$9,000: *Provided*, That no person shall be employed hereunder at a rate of compensation exceeding \$3,500 per annum.

For investigation of kindergarten education, including personal services in the District of Columbia and elsewhere, \$6,000: *Provided*, That no person shall be employed hereunder at a rate of compensation exceeding \$2,500 per annum.

EDUCATION IN ALASKA: To enable the Secretary of the Interior, in his discretion and under his direction, to provide for the education and support of the Eskimos, Aleuts, Indians, and other natives of Alaska; erection, repair, and rental of school buildings, textbooks and industrial apparatus; pay and necessary traveling expenses of superintendents, teachers, physicians, and other employees, and all other necessary miscellaneous expenses which are not included under the above special heads, \$360,000, to be available immediately *Provided*, That no person employed hereunder as special agent or inspector, or to perform any special or unusual duty in connection herewith, shall receive as compensation exceeding \$200 per month, in addition to actual traveling expenses and per diem not exceeding \$4 in lieu of subsistence, when absent on duty from his designated and actual post of duty: *Provided further*, That of said sum not exceeding \$7,000 may be expended for personal services in the District of Columbia.

All expenditures of money appropriated herein for school purposes in Alaska for schools other than those for the education of white children under the jurisdiction of the governor thereof shall be under the supervision and direction of the Commissioner of Education and in conformity with such conditions, rules, and regulations as to conduct and methods of instruction and expenditures of money as may from time to time be recommended by him and approved by the Secretary of the Interior.

MEDICAL RELIEF IN ALASKA: To enable the Secretary of the Interior, in his discretion and under his direction, with the advice and cooperation of the Public Health Service, to provide for the medical and sanitary relief of the Eskimos, Aleuts, Indians, and other natives of Alaska; erection, purchase, repair, rental, and equipment of hospital buildings; books and surgical apparatus; pay and necessary traveling expenses of physicians, nurses, and other employees, and all other necessary miscellaneous expenses which are not included under the above special heads, \$90,000, to be available immediately.

Patients who are not indigent may be admitted to the hospitals for care and treatment on the payment of such reasonable charges therefor as the Secretary of the Interior shall prescribe.

REINDEER FOR ALASKA: For support of reindeer stations in Alaska and instruction of Alaskan natives in the care and management of reindeer, \$10,000, to be available immediately: *Provided*, That the Commissioner of Education is authorized to sell such of the male reindeer belonging to the government as he may deem advisable and to use the proceeds in the purchase of female reindeer belonging to missions and in the distribution of reindeer to natives in those portions of Alaska in which reindeer have not yet been placed and which are adapted to the reindeer industry.

APPENDIX 5

FINANCIAL STATEMENTS

EXPLANATORY NOTE

Statements showing appropriations, receipts, expenditures and other financial data for a series of years constitute the most effective single means of exhibiting the growth and development of a service. Due to the fact that Congress has adopted no uniform plan of appropriation for the several services and that the latter employ no uniform plan in respect to the recording and reporting of their receipts and expenditures, it is impossible to present data of this character according to any standard scheme of presentation. In the case of some services the administrative reports contain tables showing financial conditions and operations of the service in considerable detail; in other financial data are almost wholly lacking. Careful study has in all cases been made of such data as are available, and the effort has been made to present the results in such a form as will exhibit the financial operations of the services in the most effective way that circumstances permit.

The Bureau of Education receives annual appropriations from Congress and in addition benefits from the appropriations for "stationery" and for "contingent expenses" of the Department of Interior and from that department's allotment for "printing and binding." Until 1911 the bureau also received appropriations for rent; the removal of the bureau's offices to government owned buildings in 1909 eliminated the necessity for this appropriation, though it was allotted until 1911 and returned to surplus.

In the following statements appropriations include all deficiency amounts but do not include "auditors certified claims." These are generally small and in most cases their inclusion would result in duplication.

The expenditures, with the exception of 1921 and 1922 are figured on the accrual basis. They include, therefore, the total amount expended out of each appropriation during the three years of its availability. The figures for 1921 and 1922 are on the cash basis and show the disbursements out of these appropriations during the fiscal year 1920 only.

The figures for the main statement (except those for increase of compensation) have been obtained from the combined statement of the Receipts, Disbursements, Balances, etc. of the United States.

The figures for increase of compensation were furnished by the Department of Interior.

The expenditure figures for the supporting schedules have been supplied by the Bureau of Education.

THE BUREAU OF EDUCATION

BUREAU OF EDUCATION

APPROPRIATIONS AND EXPENDITURES: FISCAL YEAR 1875; BY FIVE-YEAR INTERVALS FROM 1875 TO 1910; AND ANNUALLY FROM 1912 TO 1922, INCLUSIVE

Appropriation	1875		1880		1885		1890	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
Salaries, Bureau of Education.....	\$18,360.00	\$18,351.00	\$17,320.00	\$17,319.20	\$44,850.00	\$44,292.60	\$45,420.00	\$44,811.10
Collection of statistics.....	11,000.00	11,000.00	7,000.00	8,670.28	2,200.00	2,137.03	2,500.00	2,500.00
Library	1,675.00	1,675.00	1,675.00	.....	1,175.00	1,165.99	1,000.00	999.61
Distributing documents .....	.....	.....	61,000.00	999.50	2,000.00	1,999.88	2,000.00	1,999.80
Education, natives of Alaska (<i>for details see Schedule A</i>)..	..	.....	.....	.....	25,000.00	437.77	50,000.00	48,421.38
Rent ..	.....	.....	.....	.....	46,000.00	6,000.00	4,000.00	4,000.00
Reindeer for Alaska (<i>for details see Schedule B</i>)..	.....	.....	.....	.....	.....	.....	.....	.....
Traveling expenses .....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, rural and industrial education.	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, school and home gardening.	.....	.....	.....	.....	.....	.....	.....	.....
Medical relief in Alaska (<i>for details see Schedule C</i>)..	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, kindergarten education.	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, city school administration and education.	.....	.....	.....	.....	.....	.....	.....	.....
Register of teachers.....	.....	.....	.....	.....	.....	.....	.....	.....
Publication of national school service and educational extension	.....	.....	.....	.....	.....	.....	.....	.....
Alaskan reindeer fund, special fund..	.....	.....	.....	.....	.....	.....	.....	.....
Increase of compensation.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals	\$31,035.00	\$31,626.00	\$26,995.00	\$26,988.98	\$81,225.00	\$56,033.27	\$104,920.00	\$102,731.89

a First appropriation 1867. b First appropriation 1871. c First appropriation 1878. d First appropriation 1881.

APPROPRIATIONS AND EXPENDITURES: FISCAL YEAR 1875; BY FIVE-YEAR INTERVALS FROM 1875 TO 1910; AND ANNUALLY FROM 1912 TO 1922, INCLUSIVE—Continued

Appropriation	1895		1900		1905		1910	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
Salaries, Bureau of Education.....	\$48,820.00	\$48,759.00	\$52,020 00	\$51,672 45	\$52,040.00	\$52,627.20	\$61,200.00	\$56,199.70
Collection of statistics.....	2,500.00	2,496.49	2,500 00	2,500.00	2,500 00	2,330.70	4,000 00	3,444.89
Library	500 00	493.24	250 00	249.66	250 00	249 75	500.00	431.38
Distributing documents	2,500.00	2,495 83	2,500 00	2,499.46	2,500 00	2,495 27	2,500.00	2,227.66
Education, natives of Alaska (<i>for details see Schedule A</i>).....	35,000.00	34,974.55	39,000.00	29,741.11	145,153 65	92,330.22	200,000.00	192,786.77
Rent	4,000.00	4,000.00	4,000 00	4,000 00	4,000 00	4,000 00	4,000.00	.....
Reindeer for Alaska (<i>for details see Schedule B</i>).....	7,500.00	7,494 39	25,000.00	19,465.69	25,000.00	24,721.68	12,000 00	11,261.06
Traveling expenses .....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, rural and industrial education.....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, school and home gardening.....	.. .	.. .	.. .	.....	.....	.....	.....	.....
Medical relief in Alaska (<i>for details see Schedule C</i>).....	.. .	.....	.....	.....	.....	.....	.....	.....
Investigation, kindergarten education.....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, city school administration and education .....	.....	.....	.....	.. .	.....	.....	.....	.....
Register of teachers.....	.....	.....	.....	.....	.....	.. .	.....	.. .
Publication of national school service and educational extension .....	.....	.....	.....	.....	.. .	.. .	.....	.. .
Alaskan reindeer fund, special fund .....	.....	.....	.....	.. .	.....	.. .	.. .	.....
Increase of compensation.....	.. .	.....	.....	.....	.....	.....	.....	.....
Totals	\$100,820 00	\$100,713.50	\$116,270.00	\$110,128.37	\$232,343 65	\$178,754.82	\$284,200.00	\$266,351.46

THE BUREAU OF EDUCATION

APPROPRIATIONS AND EXPENDITURES: FISCAL YEAR 1875, BY FIVE-YEAR INTERVALS FROM 1875 TO 1910; AND ANNUALLY FROM 1912 TO 1922, INCLUSIVE—Continued

Appropriation	1912		1913		1914		1915	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
Salaries, Bureau of Education.....	\$72,800.00	\$71,028.01	\$81,800.00	\$80,561.52	\$81,800.00	\$79,104.78	\$74,850.00	\$73,008.55
Collection of statistics.....	4,000.00	3,995.09	4,000.00	3,874.30	3,600.00	3,489.26	3,600.00	3,499.99
Library	500.00	396.15	500.00	432.92	500.00	464.36	500.00	444.60
Distributing documents	2,500.00	2,383.14	2,500.00	2,499.85	2,500.00	2,499.38	2,500.00	2,499.69
Education, natives of Alaska (<i>for details see Schedule A</i>).....	200,000.00	199,546.54	200,000.00	198,923.89	200,000.00	197,669.33	200,000.00	199,673.16
Rent .....	.....	.....	.....	.....	.....	.....	.....	.....
Reindeer for Alaska (<i>for details see Schedule B</i>).....	12,000.00	10,664.33	5,000.00	4,679.79	5,000.00	4,980.72	5,000.00	4,959.12
Traveling expenses .....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, rural and industrial education.....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, school and home gardening.....	.....	.....	.....	.....	.....	.....	.....	.....
Medical relief in Alaska (<i>for details see Schedule C</i>).....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, kindergarten education.....	.....	.....	.....	.....	.....	.....	.....	.....
Investigation, city school administration and education.....	.....	.....	.....	.....	.....	.....	.....	.....
Register of teachers.....	.....	.....	.....	.....	.....	.....	.....	.....
Publication of national school service and educational extension.....	.....	.....	.....	.....	.....	.....	.....	.....
Alaskan reindeer fund, special fund..	.....	.....	.....	.....	.....	.....	.....	.....
Increase of compensation.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals	\$291,800.00	\$288,013.26	\$293,800.00	\$290,972.27	\$293,400.00	\$298,207.83	\$325,150.00	\$321,946.58

^a Includes \$6,000 salaries for rural and industrial education and school hygiene.

^b Includes \$15,000 salaries as in preceding note.

^c Appropriation shows \$75,200; but only \$74,850 actually available due to passage of act after July 1.

^d From 1912 to 1914, inclusive, salaries for this work included under "Salaries, Bureau of Education."

FINANCIAL STATEMENTS

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APPROPRIATIONS AND EXPENDITURES: FISCAL YEAR 1875; BY FIVE-YEAR INTERVALS FROM 1875 TO 1910; AND ANNUALLY FROM 1912 TO 1922, INCLUSIVE—Continued

Appropriation	1916		1917		1918		1919	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
Salaries, Bureau of Education.....	\$75,200.00	\$74,841.18	\$75,200.00	\$74,014.91	\$75,200.00	\$70,908.05	\$79,860.00	\$77,548.83
Collection of statistics	3,600.00	3,598.78	3,600.00	3,240.25	3,600.00	3,391.08	3,600.00	3,593.59
Library	500.00	401.11	500.00	415.38	500.00	458.67	500.00	465.61
Distributing documents	2,500.00	2,475.74	2,500.00	2,492.14	2,500.00	2,494.49	2,500.00	2,499.53
Education, natives of Alaska (<i>for details see Schedule A</i>).....	200,000.00	199,975.21	200,000.00	199,617.57	208,000.00	207,764.80	215,000.00	214,398.60
Rent .....	.....	.....	.....	.....	.....	.....	.....	...
Ramdeer for Alaska (<i>for details see Schedule B</i>).....	5,000.00	4,959.65	5,000.00	4,759.93	5,000.00	4,433.91	6,000.00	5,093.00
Traveling expenses	3,000.00	2,976.35	3,000.00	2,985.37	5,000.00	4,974.61	5,000.00	4,996.33
Investigation, rural and industrial education	30,000.00	29,780.70	35,000.00	34,849.83	45,000.00	44,657.00	50,000.00	49,994.95
Investigation, school and home gardening.	5,700.00	5,700.00	5,700.00	5,699.88	57,500.00	57,084.14	50,000.00	49,994.95
Medical relief in Alaska (<i>for details see Schedule C</i>).....	425,000.00	24,951.94	50,000.00	49,215.63	65,500.00	65,004.04	75,000.00	74,995.92
Investigation, kindergarten education.	.....	.....	.....	.....	.....	.....	4,300.00	4,291.17
Investigation, city school administration and education.	.....	.....	.....	.....	.....	.....	9,000.00	8,999.82
Register of teachers.....	.....	.....	.....	.....	.....	.....	25,000.00	24,404.26
Publication of national school service and educational extension	.....	.....	.....	.....	.....	.....	150,000.00	143,498.68
Alaskan reindeer fund, special fund..	.....	.....	.....	.....	.....	.....	.....	...
Increase of compensation .....	.....	.....	.....	.....	.....	.....	.....	...
Totals	\$350,500.00	\$349,660.66	\$380,500.00	\$377,290.89	\$471,801.26	\$465,172.05	\$585,613.86	\$584,102.41

^a Includes \$50,000 allotted without year from balance of Interior allotment of appropriation for "National Security and Defense"

^b Includes \$200,000 allotted as in preceding note.

^c \$2,479.75—excess of expenditures—transferred from balance of "Publication of National School Service."

^d Prior to 1916, expenditures were made from "Education, Natives of Alaska."

^e "National Security and Defense" allotment; disbursed under "School Board Service."

^f "National Security and Defense" allotment; \$18,000 allotted by bureau for Americanization work.

^g Temporary indefinite appropriation based on amount necessary to pay the bonus.

^h Alaska employees did not receive increase in compensation for 1918.

APPROPRIATIONS AND EXPENDITURES: FISCAL YEAR 1875; BY FIVE-YEAR INTERVALS FROM 1875 TO 1910; AND ANNUALLY FROM 1912 TO 1922, INCLUSIVE—*Continued*

Appropriation	1920		1921		1922		1923	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
Salaries, Bureau of Education.....	\$82,860.00	\$80,613.72	\$82,860.00	\$79,431.71	\$82,600.00	\$79,850.00	\$82,860.00	.....
Collection of statistics.....	3,600.00	3,596.89	3,600.00	3,475.32	3,600.00	2,530.00	3,600.00	.....
Library	500.00	385.10	500.00	429.40	500.00	450.00	500.00	..
Distributing documents	2,500.00	2,499.15	2,500.00	2,406.17	2,500.00	2,055.02	2,500.00	.....
Education, natives of Alaska (<i>for details see Schedule A</i>).....	306,000.00	304,217.90	275,000.00	272,161.14	325,000.00	256,777.91	360,000.00	..
Rent .....	.....	.....	.....	.....	.....	.....	.....	.....
Reindeer for Alaska (<i>for details see Schedule B</i>).....	7,500.00	6,839.52	6,400.00	5,929.35	10,000.00	6,000.00	10,000.00	.....
Traveling expenses	7,500.00	7,273.46	10,500.00	9,921.68	7,500.00	6,260.06	7,500.00	.....
Investigation, rural and industrial education.....	50,000.00	49,217.95	50,000.00	46,600.60	50,000.00	46,717.21	50,000.00	..
Investigation, school and home gardening.....	50,000.00	48,643.60	.....	..	..	..	.....	.....
Medical relief in Alaska (<i>for details see Schedule C</i>).....	80,000.00	79,419.35	90,000.00	86,878.41	90,000.00	81,270.70	90,000.00	.....
Investigation, kindergarten education.....	6,000.00	5,270.65	6,000.00	5,999.88	6,000.00	5,850.00	6,000.00	.....
Investigation, city school administration and education.....	9,000.00	8,640.18	9,000.00	8,895.11	9,000.00	8,700.00	9,000.00	.....
Register of teachers.....	5,000.00	4,998.36	..	..	..	.....	.....	.....
Publication of national school service and educational extension.....	.....	..	..	..	..	.....	.....	.....
Alaskan reindeer fund, special fund (without year) ^b	230.25	230.25	..	....	1,000.00	323.12	1,000.00	..
Increase of compensation ^c	54,084.00	54,084.00	49,652.01	49,652.01	51,729.34	51,729.34	.....	.....
Totals	\$664,774.25	\$655,930.08	\$586,012.01	\$571,780.78	\$639,429.34	\$548,513.36	\$622,960.00	.....

^a Cash basis. ^b Indefinite appropriation of the receipts from sale of male reindeer in Alaska.

^c Temporary indefinite appropriation based on amount necessary to pay the bonus.

SCHEDULE A—EDUCATION OF THE NATIVES OF ALASKA* (EXCLUDING REINDEER AND MEDICAL RELIEF FUNDS)—
DETAILS OF EXPENDITURES

	1885	1890	1895	1900	1905	1910	1911	1912	1913
Salaries in Alaska.....	\$267.05	\$10,736.52	\$18,389.39	\$19,841.13	\$47,510.69	\$87,242.93	\$98,429.60	\$98,524.34	\$95,050.15
Supplies	155.87	3,119.31	2,971.10	4,450.72	9,171.35	8,755.33	13,102.98	17,829.06	13,837.67
Fuel and light.....						12,229.76	20,377.03	16,246.89	19,321.98
Local expenses						2,047.21	2,077.71	1,937.23	2,108.57
Freight	14.85	72.00	1,371.34	299.91	12,611.41	11,226.60	...	.....	..
Repairs and rent.....		90.00	1,785.55	1,229.82	3,176.30	3,828.06	4,637.29	4,516.46	3,568.65
Janitor						412.42	.....	.....	.....
Buildings		1,500.00	5,570.50	.....	10,781.41	23,154.81	10,166.80	9,967.33	5,833.50
Medical relief						15,528.53	20,453.27	25,462.88	31,790.32
Destitution						3,014.90	1,803.74	1,179.85	1,486.41
Commissioners office — ex- penses.						783.61	158.25	352.51	176.65
Seattle office—expenses						497.49	701.26	1,134.05	549.52
Commissioners office — sal- aries		1,200.00	2,548.30	3,080.00	5,800.00	5,897.23	6,123.17	6,023.50	5,927.22
Seattle office—salaries						5,448.33	5,771.34	6,216.67	7,037.50
Traveling expenses		444.60	1,527.47	372.50	3,279.06	12,719.56	12,317.72	11,155.77	12,235.75
Contract schools		31,336.55				.....	.....	.....	.....
Undistributed expenditures.		922.40	810.90	467.03		.....	.....	.....	.....
Metlakatla industries .....						.....	.....	.....	.....
Operating expenses — per- sonal.						.....	.....	.....	.....
Operating expenses — non- personal.						.....	.....	.....	.....
Totals	\$437.77	\$48,421.38	\$34,974.55	\$20,741.11	\$92,330.22	\$192,786.77	\$106,114.16	\$109,546.54	\$198,923.89

* Until 1905 white children were included.

SCHEDULE A—EDUCATION OF THE NATIVES OF ALASKA (EXCLUDING REINDEER AND MEDICAL RELIEF FUNDS)—
DETAILS OF EXPENDITURES—Continued

	1914	1915	1916	1917	1918 ^a	1919	1920	1921 ^b	1922 ^b
Salaries in Alaska.....	\$91,771.83	\$94,358.01	\$98,915.79	\$100,272.96	.....	.....	.....	.....	.....
Supplies	16,382.53	15,310.14	18,828.36	21,739.01	.....	.....	.....	.....	.....
Fuel and light.....	18,806.31	19,544.81	21,858.92	24,933.87	.....	.....	.....	.....	.....
Local expenses	1,806.92	2,048.65	1,676.26	1,699.59	.....	.....	.....	.....	.....
Freight .....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Repairs and rent.....	4,036.28	4,383.70	5,912.65	7,461.28	\$26,799.00	\$26,223.07	\$45,136.03	\$26,645.95	\$31,558.62
Janitor .....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Buildings	5,333.30	14,537.15	10,969.37	11,369.62	.....	.....	.....	.....	.....
Medical relief	34,327.26	25,228.16	18,988.69	.....	.....	.....	.....	.....	.....
Destitution	1,789.67	1,456.20	1,704.31	1,753.42	.....	.....	.....	.....	.....
Commissioners office — ex- pense.....	124.60	91.41	263.76	182.78	.....	.....	.....	.....	.....
Seattle office—expense	459.03	675.20	655.74	875.71	.....	.....	.....	.....	.....
Commissioners office — sal- aries.....	5,626.66	4,870.17	4,980.00	5,071.67	.....	.....	.....	.....	.....
Seattle office—salaries	7,670.50	8,024.33	7,776.00	7,271.33	.....	.....	.....	.....	.....
Traveling expenses	9,534.44	9,145.23	7,445.36	10,043.60	.....	.....	.....	.....	.....
Contract schools .....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Undistributed expenditure..	.....	.....	.....	.....	.....	.....	.....	.....	.....
Metlakatla industries .....	.....	.....	.....	5,942.73	.....	.....	.....	.....	.....
Operating expenses — per- sonal.....	.....	.....	.....	.....	130,232.09	125,007.55	149,862.04	161,033.03	169,078.38
Operating expenses — non- personal.....	.....	.....	.....	.....	50,733.71	63,171.58	109,352.65	85,571.21	118,556.52
Totals	\$197,669.33	\$199,673.16	\$199,975.21	\$199,617.57	\$207,764.80	\$214,402.20	\$304,350.72	\$273,250.19	\$319,193.52

^a Subsequent to 1917 detailed ledgers were kept in Seattle Office only.

^b Cash basis.

^c Includes construction, repairs and rent.

^d Includes salaries and traveling expenses. ^e Includes all expenditures other than salaries, traveling expenses, buildings, repairs and rent.

FINANCIAL STATEMENTS

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SCHEDULE B—REINDEER FOR ALASKA—DETAILS OF EXPENDITURES

	1895 ^a	1900	1905	1910
Salaries in Alaska	\$683 80	\$5,778.71	\$9,716.67	\$1,569.17
Supplies	3,811.33	7,019.56	5,567.03	6,374.65
Fuel and light.....	1,081.50	.....	.....	.....
Traveling expenses .....	.....	...	1,021 85	.....
Printing	150.00	2.55	425.81	...
Barter goods	1,767.26	...	...	.....
Purchase of reindeer. ....	...	6,136.72	5,500 00	.....
Freight .....	...	395.00	171 60	2,693.24
Transfer of herds.....	.....	.....	2,382.96	.....
Establishing new herds ..	...	.....	...	624.00
Undistributed expenses ..	.50	133.15	...	.....
Operating expenses—personal ....	....	....	....	....
Operating expenses—non-personal..	....	....	.....	.....
Totals ...	\$7,494.39	\$19,465.69	^b \$24,785.92	\$11,261.06

	1911	1912	1913	1914
Salaries in Alaska ...	\$680.00	\$360.00	\$491.10	\$68.00
Supplies ...	9,811.95	9,767.86	3,965.44	4,845.42
Fuel and light.....	.....	....	....	.....
Traveling expenses .....	.....	.....	.....	.....
Printing .....	....	.....	.....	.....
Barter goods .....	...	.....	.....	.....
Purchase of reindeer. ....	.....	.....	.....	.....
Freight .....	.....	.....	....	.....
Transfer of herds.....	.....	.....	.....	....
Establishing new herds .....	.....	536.47	223.25	67.30
Undistributed expenses.....	.....	.....	.....	.....
Operating expenses—personal ....	.....	.....	.....	.....
Operating expenses—non-personal..	...	.....	.....	.....
Totals	\$10,491.95	\$10,664.33	\$4,679 79	\$4,980.72

^a First appropriation in 1893.^b During this year \$64.24, undistributed, returned as overpayments.

SCHEDULE B—REINDEER FOR ALASKA—DETAILS OF EXPENDITURES—*Continued*

	1915	1916	1917	1918
Salaries in Alaska	\$380 00	\$399.00	\$572.00	.....
Supplies	4,192.67	4,560 65	4,162 13	.....
Fuel and light. ....	.. .	.. .	.. .	.....
Traveling expenses .....	.. .	.....	.. .	.....
Printing .....	.. .	.. .	.....	...
Barter goods .....	.. .	.. .	.....	.....
Purchase of reindeer. . . . .	.. .	...	.. .	.....
Freight . . . . .	.. .	.. .	.. .	.....
Transfer of herds. ....	.. .	.. .	.. .	.....
Establishing new herds	386 45	.. .	25 80	.....
Undistributed expenses . . . . .	.. .	.. .	.. .	.....
Operating expenses—personal ^b . . . . .	.. .	.. .	.. .	\$650.50
Operating expenses—non-personal ^c . . . . .	.. .	.....	.. .	\$3,783.41
Totals	\$4,959 12	\$4,959 65	\$4,759 93	\$4,433.91

	1919	1920	1921 ^a	1922 ^a
Salaries in Alaska .....	.....	...	.....	.. .
Supplies .....	.....	.. .	.....	.....
Fuel and light. ....	.. .	.. .	...	.. .
Traveling expenses . . . . .	.. .	.. .	.....	.. .
Printing .....	.. .	.. .	.....	.....
Barter goods .....	.. .	.. .	.....	.....
Purchase of reindeer. ....	.....	.. .	.....	.....
Freight . . . . .	.. .	.. .	.. .	.. .
Transfer of herds. ....	.....	.....	.....	.....
Establishing new herds. . . . .	.....	.....	.....	.. .
Undistributed expenses .....	.....	.. .	.. .	.. .
Operating expenses—personal ^b	\$1,000.00	\$2,484 74	\$820.00	\$2,690.00
Operating expenses—non-personal ^c	4,093.00	4,354.78	5,109 35	6,591.10
Totals	\$5,093.00	\$6,839 52	\$5,929.35	\$9,281.10

^a Cash basis. ^b Includes salaries and traveling expenses.^c Includes all expenditures other than travel and salaries.

FINANCIAL STATEMENTS

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SCHEDULE C—MEDICAL RELIEF IN ALASKA—DETAILS OF EXPENDITURES

	1916 ^a	1917	1918	1919
Salaries in Alaska.	\$18,914 84	...	...
Supplies	12,977.98	...	...
Fuel and light.	2,019 10	...	...
Local expenses	1,495.71	...	...
Buildings	8,067.13	\$16,435 82	\$11,621.38
Destitution	4,061 90	...	...
Traveling expenses	1,678.97	...	...
Operating expenses—personal ^b	25,641 77	26,281.69
Operating expenses—non-personal ^c	22,926.45	38,016.18
Totals	^d \$24,951.94	\$49,215 63	\$65,004 04	\$74,995 92

	1920	1921 ^e	1922 ^e
Salaries in Alaska. . . . .	...	...	...
Supplies . . . . .	...	...	...
Fuel and light. ....	...	...	...
Local expenses . . . . .	...	...	...
Buildings	\$14,833.26	\$3,896 49	\$1,336.57
Destitution . . . . .	...	...	...
Traveling expenses . . . . .	...	...	...
Operating expenses—personal ^b	32,280 50	40,337 83	40,422.76
Operating expenses—non-personal ^c	32,322.74	44,680 91	46,124 67
Totals	\$79,436.50	\$88,915 23	\$87,884 00

^a First appropriation in 1916; previous expenditures out of fund for "education of natives."

^b Includes salaries and traveling expenses.

^c Includes all expenditures other than salaries, traveling expenses, and buildings.

^d Expenditures not itemized for 1916. Does not include \$19,047.35 out of funds for "education of natives."

^e Cash basis.

APPENDIX 6

BIBLIOGRAPHY¹

EXPLANATORY NOTE

The bibliographies appended to the several monographs aim to list only those works which deal directly with the services to which they relate, their history, activities, organization, methods of business, problems, etc. They are intended primarily to meet the needs of those persons who desire to make a further study of the services from an administrative standpoint. They thus do not include the titles of publications of the services themselves, except in so far as they treat of the services, their work and problems. Nor do they include books or articles dealing merely with technical features other than administrative of the work of the services. In a few cases explanatory notes have been appended where it was thought they would aid in making known the character or value of the publication to which they relate.

After the completion of the series the bibliographies may be assembled and separately published as a bibliography of the Administrative Branch of the national government.

OFFICIAL PUBLICATIONS

- Blackmar, Frank W. The history of federal and state aid to higher education in the United States. Washington, Govt. print. off., 1890. 343 p. (U. S. Bureau of education. Circular of information, no. 1, 1890)
- Capen, Samuel P. The Bureau of education and the educational survey movement. [Washington, Govt. print. off., 1918] 6 p. (U. S. Bureau of education. Higher education circular, no. 11, July, 1918)
- Morant, Sir Robert L. The National bureau of education in the United States. (*In* Great Britain. Board of education. Special report on educational subjects. London, Eyre and Spottiswoode, 1897. v. 1: 647-57)

¹ Compiled by M. Alice Matthews.

U. S. *Bureau of education*. [Publications]

Answers to inquiries about the U. S. Bureau of education, its work and history: prepared, under the direction of the commissioner, by Charles Warren, M. D. Washington, Govt. print. off., 1883. 29 p. incl. plans.

[Information concerning establishment, work, library, publications.]

Available publications of the United States Bureau of education. [Washington, Govt. print. off., 1914—

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This bibliography is a continuation of the nine annual summaries of the English literature of education covering the years 1899-1907, comp. by J. I. Wyer and assistants. Continued by the monthly record of current educational publications, comp. by the Library division.

Definitions of terms used in the fiscal schedules of the Bureau of education for state and city school systems. Adopted August 9, 1911. Washington, Govt. print. off., 1911. 9 p. (Special publication, whole no. 463)

Exhibit of the Bureau of education at the Louisiana purchase exposition. Washington, Govt. print. off., 1904. p. 1137-1184.

General education board of the Rockefeller foundation and Carnegie foundation. Letter from the Secretary of the Interior, transmitting, in response to a Senate resolution of January 4, 1917, a statement of the commissioner of education relative to the relations existing between the Bureau of education and the Rockefeller foundation, the Carnegie foundation, and other private or corporate organizations . . . [Washington, Govt. print. off., 1917] 6 p. (64th Cong., 2d sess. Senate. Doc. no. 684) Serial 7125.

Henry Barnard. Washington, Govt. print. off., 1903. p. 887-926.

Contents—I. Henry Barnard's services to education in Connecticut, by W. T. Harris.—II. Henry Barnard as first United States Commissioner of Education, by A. D. Mayo.—III. Establishment of the office of the Commissioner of Education of the United States, and Henry Barnard's relation to it, by W. T. Harris.

Index to the Reports of the commissioner of education: 1867-1907. Washington, Govt. print. off., 1909. 103 p. (*Its Bulletin*, 1909: no. 7)

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- — — — — An executive department of education. Hearing . . . on H. R. 12318, February 2, 8, 15, 23, 1910. Washington, Govt. print. off., 1910. 61 p.
- [Bill to enlarge the powers and duties of the Bureau of Education.]
- — — — — Federal motion picture commission. Briefs and statements filed with the Committee on education . . . on H. R. 456, to create a new division of the Bureau of education to be known as the Federal motion picture commission, and defining its powers and duties. Washington, Govt. print. off., 1916. 65 p.
- — — — — Federal motion picture commission. Hearings . . . on H. R. 456; a bill to create a new division of the Bureau of education, to be known as the Federal motion picture commission, and defining its powers and duties. January 13, 14, 15, 17, 18, and 19, 1916. Washington, Govt. print. off., 1916. 303 p.
- — — — — Illiteracy among the adult population. Hearing . . . on H. R. 2494; a bill to investigate illiteracy among the adult population of the United States and means of eliminating or reducing the same and H. J. Res. 84, a joint resolution limiting the editions of the publications of the Bureau of education. January 26, 1914. Washington, Govt. print. off., 1915. 5 p.
- [Statement of Mr. P. P. Claxton.]
- — — — — Illiteracy among adult population . . . Report to accompany H. R. 2494, "A bill to investigate illiteracy among the adult population of the United States, etc." [Washington, Govt. print. off., 1914] 4 p. (63d Cong., 2d sess. House. Rept. no. 232) Serial 6558.
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- [Report of an examination "into the steps thus far taken to carry out the act of Congress in creating a department or office of education." Organization and plan of operation; objections and conclusions of committee.]
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- [Regarding education in Alaska.]

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[Brown, Elmer E] Educational interests at Washington. [New York] 1914. 8 p.

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[Former commissioner outlines the difficulties in securing adequate appropriations from Congress.]

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[Plans for strengthening the work of the Bureau of education.]

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- [Agricultural education receives the attention of the Bureau of education through its publications, the land-grant colleges, and legislation. Review of the Morrill and Nelson acts and their administration, and discussion of the Burkett and Davis bills]
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[One of a series of articles entitled: The story of a great nation.]

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[Partial reorganization of the staff and plans for the annual report.]

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[Commissioner Claxton's appeal to Congress for increased appropriations and additional assistants.]

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[Calls attention to lack of logical plan, and need of coördination and consolidation of educational activities scattered throughout various departments.]

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[Calls attention to the need of endowing the Bureau of Education with power and providing it with resources for conducting scientific investigations of important problems of education, thus making it a central laboratory for American research.]

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Exhibit of the Bureau of education at the Alaska Pacific exposition. *Educational review*, June, 1909, v. 37: 100-4.

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Federal commissioner of education [John J. Tigert] *School and society*, May 21, 1921, v. 13: 601.

\$5,000 comedy. *Journal of education*, Mar. 23, 1916, v. 83: 322.

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[Plea for increased appropriation.]

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— The library of the Bureau of education and its relation to other pedagogical collections. (*In American library association. Bulletin*, Sept. 1908, v. 2: 338-41.

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Library of the Bureau of education. *Educational review*, Feb., 1912, v. 43: 213-5.

[It offers to students direct consultation at the Bureau and interlibrary and personal loans]

— Kindergarten magazine, April, 1913, v. 25: 213.

[Library of 100,000 volumes serves as a central reference and circulating library for educators throughout the country.]

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[Argument for a Department of education.]

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[The National reading circle was inaugurated by Commissioner Claxton to meet the need of further education for those who leave school before finishing the grammar grades]

Moore, E. C. How can the Bureau of education help the city superintendent of schools? *Science*, Oct. 8, 1909, n. s., v. 30: 470-4.

[Constructive suggestions for increasing power and authority of the office, by establishment of a Department of education, which will give school officers aid and encouragement.]

New federal commissioner of education asks larger appropriations. *School and society*, Dec. 17, 1921, v. 14: 572-3.

[Dr. Tigert questions advisability of continuing the Bureau of Education on present basis of inadequate support.]

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Quamdiu, O Domine, quamdiu! *Educational review*, Mar. 1917, v. 53: 265-93.

[Extracts from Congressional record of Jan. 26, 1917, in which the Senate discussion appears, relative to the coöperation of the General education board and other organizations with the Bureau of education.]

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[Describes the coöperation between the Bureau of education and the Bureau of immigration to facilitate attendance of alien children, and points out the need of night schools for adults.]

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Henry Barnard, General Eaton and Colonel Dawson, William Torrey Harris, Commissioners Brown and Claxton.

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Consists of typewritten leaves; plates and chippings from Bureau of education publications inserted. Appendix A-B, pp. 161-189, omitted in the copy in the Library of the Bureau of education.

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